

# **ADMINISTRATIVE SET-UP AT CHANDIGARH**

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PANJAB BRANCH OF THE INDIAN INSTITUTE OF  
PUBLIC ADMINISTRATION

**BY**

**SRI RAM SHARMA,**

Director, Institute of Public Administration, Una, Panjab.

**INSTITUTE OF PUBLIC ADMINISTRATION  
U N A (Panjab)**

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SRI RAM SHARMA

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## FOREWORD

The following pages describe the administrative set-up at Chandigarh, the newly built capital of Panjab. Four appendices describe briefly the administration at four other capital cities elsewhere, Washington (U.S.A.), Canberra (Australia), Brasilia (Brazil) and Bhubaneshwar (Orissa). Though the study was sponsored by the Panjab Branch of the Indian Institute of Public Administration, neither the Panjab Branch nor the I. I. P. A. is responsible for the views expressed in the survey. The Director of the survey is alone responsible for them.

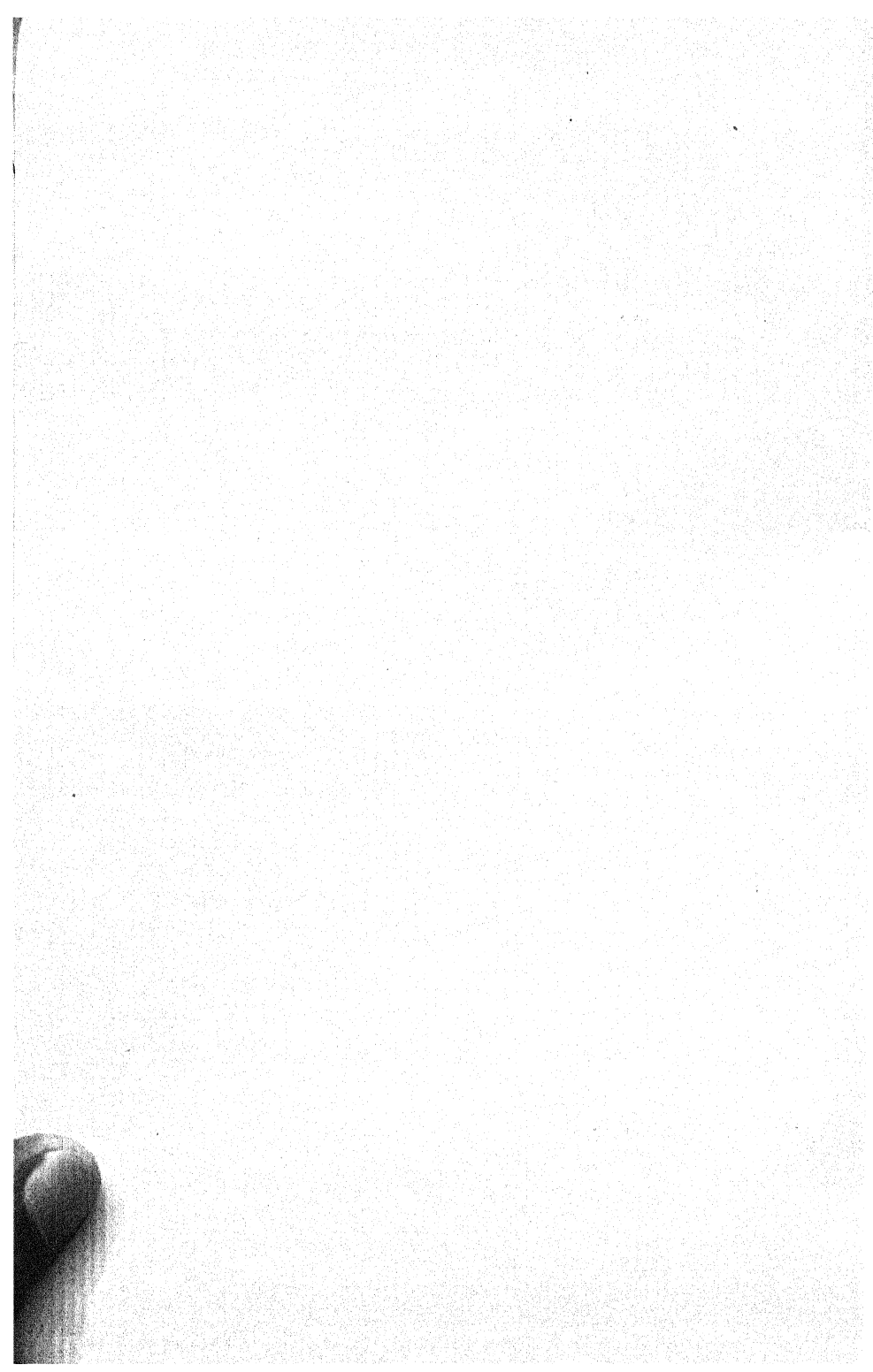
I am grateful to the administrators and residents of Chandigarh for their supplying me information about various matters dealt with in the study. The Chief Minister of Orissa, Mr. Biren Mitra, allowed me access to all the necessary material for studying the administrative set-up at Bhubaneshwar. To him and to Shri B. Venkatraman, I. A. S., Home Secretary, I am greatly indebted for their help and guidance when I was at Bhubaneshwar. The U.S.I.S. and the Australian High Commissioner's Office very kindly supplied me material for the study of the government of Washington (D. C.) and of Canberra for which I am extremely grateful.

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SRI RAM SHARMA

*Institute of Public Administration,  
Una (Panjab).*





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## THE SEARCH FOR A NEW CAPITAL

Mountbatten plan for the settlement of the constitutional problem in India led to the Panjab legislature's deciding that Panjab be separated from India and be included in Pakistan. The legislators belonging to the minority communities thereupon decided that Panjab be partitioned between Pakistan and India. Early in 1947 virtually two governments under the Governor started functioning in the province. Though a 'notional' division of the province was made wherein Lahore was deemed to be in Pakistan, many Hindus and Sikhs persuaded themselves that their claims to Lahore would be conceded by the Boundary Commission appointed by the British Government. When the Radcliffe Award finally came, the international boundaries of India—and therefore of the portion of the Panjab left in India—were found pushed back to Wagah near Amritsar. Lahore was in Western Panjab—or Panjab (Pakistan) as it came to be called later on. The Eastern Panjab had to find a new capital of its own.

Apparently the position in Eastern Bengal in Pakistan and Eastern Panjab in India was the same. But Eastern Bengal included Dacca which had been the headquarters of the province of the same name between 1905 and 1912. Eastern Panjab did include Simla which had been the summer headquarters of the Panjab Government. But Simla was predominantly the summer seat of the Government of India besides containing some permanent offices of the Indian Government. Further the rigours of its winters, its location almost on the edge of the new province, lack of easy communication, high cost of living made it impossible to locate the headquarters of the government of Eastern Panjab here permanently.

Immediately after the partition Jullundur, headquarters of one of the two 'divisions', was exalted into the seat of the government. The High Court was located at Simla, the Panjab University had its offices at Solan, some of the administrative agencies had their headquarters at Ambala. The Government soon after shifted to Simla leaving the head-offices of several operating agencies at Jullundur and without moving the Ambala offices to Simla. The Government of India was persuaded to ease its pressure on Simla for some time in the interest of Panjab.

But as indicated earlier Simla was ill suited to function as the capital of the new province soon to blossom into the State of Panjab. A capital for the Panjab had still to be found.

Amritsar, Jullundur, Ludhiana and Ambala were the four cities which could be considered for the location of the capital. Amritsar was too near the Indo-Pakistan border and, like Simla, almost at the edge of the State to serve as the headquarters of the new State. Even Jullundur, further east no doubt, was no more suitable on the same score. The decision to shift the High Court to Jullundur, it is said, had to be rescinded on account of rumours of a Pak plan for invading India. Ambala's water problem made it impossible to greatly increase its population by locating the capital there. Ludhiana was never seriously considered as a possible site.

So a new site for the capital had to be found. But the problem was complicated by the fact that for a very large Hindu population of Lahore, a new 'home' had to be found, the High Court needed a more accessible seat, the Panjab University had not only to have offices but to create and develop teaching departments also.

The search for a site went on. The intention was not only to find a place where the government, the High Court and the University could be located but also to build a city which in its own right could become the 'centre' of the new State. This naturally prolonged the search and rendered a decision difficult.

## CHANDIGARH

The present site of Chandigarh was first suggested in 1949. A committee then went into the question and examined it thoroughly. The exact site still waited finalization. A notification was therefore issued declaring that government would acquire all the land in the Kharar Tehsil of Ambala District. While the question of the site for the new capital was being considered, the breakdown of the constitutional machinery in the Panjab led to its government being taken over by the President. It was Parliament which first passed the Capital of Panjab (Development and Regulation) Act in 1952. After the first general election, the Panjab legislature passed the Capital of the Panjab, (Development and Regulation) Act early in 1952 and the Panjab New Capital (Periphery Control) Act followed soon after in the same year. Under the first, Panjab Capital (Development and Regulation) Building Rules and the Chandigarh (Sale of Sites) Rules were made in the same year and the Chandigarh (Trees Preservation) Order issued.

The work of surveying and acquiring land for the proposed capital site started soon after. Eight thousand and five hundred acres of land spread over seventeen villages were acquired for the capital which was to cover in its first phase 10 square miles. Later on twenty-four villages were similarly acquired. The Government of Panjab became the owner of all the land thus acquired. The Panjab (New Capital Periphery) Control Act at present freezes the land ten miles around the capital to its present use so that any development in that area also requires government sanction.

Chandigarh was not only to be a seat of the government, it was planned to be a great city, with a population of half a million.

In the first phase, however, it was planned to have a city with a population of 150,000 only. The government was anxious to attract population to Chandigarh and with this in view started selling land for various purposes, residential, commercial, industrial, educational and cultural.

Over the use of the land thus sold it still exercises rights which property owners do not exercise elsewhere when they have once parted with their property.

The Government has itself built not only a large number of buildings for its administrative purposes, it has also provided housing for its employees and built subsidiary buildings to provide other amenities for them. The Civil Secretariat, the offices of the heads of various operating agencies, the Temporary Secretariat, the High Court, the Assembly Chamber (it houses the Legislative Council as well), the Press Building, the Central Police Station, Police Posts, the Police Guards Post, the Treasury Buildings, Engineering Offices (including a laboratory), a Health Centre, the Maternity Hospital, the Medical Research Institute, dispensaries, State Central Library, a Veterinary Hospital and a Town Hall have been completed. Flats have been built for M. L. A's as also two hostels. Seven thousand five hundred houses varying in design and cost have so far been built. Curiously enough, thirteen different types of houses, each type defined either by the salary of the resident or his status, have been built, originally planned to cost from Rs. 2500 to Rs. 3,50,011 each.

A Government College (for men), another for women, an Engineering College, a College of Architecture, Government School of Arts, a Home Science College, the Post-Graduate Basic Training College form the Government buildings housing institutions for higher education. Government High Schools, Higher Secondary Schools, Junior and Senior Model Schools, Central Craft Institute (for women), a Polytechnic and Nursery Schools, have also been built.

A Government Serai, Club Buildings in Sectors 1 and 9, a Swimming Pool, the Mountview Hotel, the Fire Station, the Golf Club, the Grain Storage Bins, Indra Holiday Homes, a Bus Terminus, a Yacht Club, railway sidings, the Cricket Pavilion, the Recreation Valley, the Tagore Theatre, Crematorium, the Sainik Rest House, a Boat Club, and a Slaughter House have been built by

Government to provide amenities to the citizens. The building programme of the government is not yet complete. As at present planned, a sub jail, a community centre, a book depot, a dairy, three more dispensaries, the Christian cemetery, a museum and a picture gallery, a fodder shop, the house for the Chief Justice and probably one for the Governor and another for the Chief Minister have yet to be built. The town is still growing.

From the very beginning the question of finding alternative use for buildings which could not be used for purposes for which they were originally built has been arising. M. L. A's Flats and a Hostel received top priority in order to persuade the legislators to accept Chandigarh as the capital of the State where they could meet in comfort. It was soon discovered that not all the flats were used ; some of these were rented to lawyers, others housed government offices. The Assembly Chamber as planned could not be completed till 1963, a school building was allotted for the purpose which now houses the Home Science College. Two school buildings had ultimately to be sold to Missionary Societies.

As the review of the annual report of the Capital Project for 1960-61 reproduced in Appendix II shows, apart from planning, designing, constructing and maintaining government buildings, the government designs and approves the designs in detail of all the non-government buildings of various types and different varieties ; residential houses, shops, offices, and educational buildings. Factories and workshops cannot be built unless their plans and designs have been scrutinized in detail and approved. The areas to be allotted (or sold) for various purposes have been determined in the Master Plan, every piece of the land allotted or sold is allotted for a specific purpose defined in the allotment order. The plans are also examined as units of architecture.

Besides the work in connection with the building there are the problems of planning the entire area, building roads, providing drainage and sewage and landscaping. The

Master Plan drawn up by M. Le Corbusier adopted his principle of providing 'lungs' for the new city by putting up multistoried buildings and use the space thus saved for greenery, lawns and recreation valleys.

When the problem of the capital was under consideration much was made of the shortage of water in Ambala and therefore, it was argued, in the areas in its vicinity. The ideal plan for the supply of water was to dam the Gaggar at a cost of Rs. 8 crores and supply water for irrigation and drinking purposes from the reservoir thus created. This ambitious programme was however abandoned in favour of tapping the underground source of deep water supply. Early experiments for drilling for water were not encouraging. Ultimately 48 wells were drilled, grouped into three head-works, with underground and aboveground reservoirs calculated to pump 8,25,000 gallons of water daily. The 'waterworks' have cost Rs. 2,30,93,999. This includes the cost of a laboratory for testing samples of water, a workshop, staff quarters, a diesel engine set for generating electricity in case of failure of electric supply. Water is supplied for drinking purposes and for lawns and gardens by separate meters. The water for building purposes is deemed to be a supply for a domestic purpose and charged as drinking water. Water is also supplied to the Health Department for sprinkling on roads. The Swimming Pools are also catered for. A user is given only one connection for lawn water though he may have more than one source of supply for drinking water.

Fortunately for Chandigarh, the Bhakra Dam project was ready early enough to supply electricity to the capital. A thermal plant for generating electricity built earlier supplied the necessary power and light till Bhakra supply became available. The present supply of electricity is organized by the Panjab State Electricity Board.

Chandigarh is a sprawling town, the railway station is 3.5 miles from the capital approach road and 5 miles from the centre of the town. More than 250 miles of roads have been planned for the town and about 220 miles laid down.



Transport poses a very difficult problem, particularly because places of work and housing accomodation are far apart. Buses of the Panjab Roadways ply between the Railway Station and the town and also connect different parts of the town.

Unlike Bhubaneshwar—the new capital of Orissa—the town is not an administrative settlement entirely or even mainly. Shopping centres have been provided scattered all over the town for the convenience of its residents. In the Industrial Area, factories, workshops and assembly plants are growing up.

There is then the University at present covering an entire sector of the town and hoping to annex another sector soon. Public educational institutions include the D.A.V. College, the D.A.V. Higher Secondary School, the Carmel Convent School, the Christian Brother's School and the Convent of Jesus and Mary.

Upto the present some 9,500 houses have been built by the Government and by citizens. The population in the last census stood at 91,000.

Chandigarh has now a fast expanding Air Force Station. The site for a cantonment has been surveyed and preliminary work is going on.

A Government of India Precision Tool Factory has been built at Pinjore, outside the industrial area of the town. An Ordnance Factory has also gone into production.

## II

### CAPITAL PROJECT DEPARTMENT

Chandigarh is not the headquarters of any district, it is included in Ambala District and Tehsil Kharar. It has no municipality, not even a notified area committee. With the government owning most of the land and about 80% of the residential accommodation and the town still growing, it has not been felt expedient to set up a municipal body in the town. But though it is in the district of Ambala and Tehsil Kharar, the District and Tehsil administrators play a very insignificant part in its administration. It does not even have a Panchayat. As a fast growing town planned in its own right, it does not form part of any development block either.

Unlike Bhubaneswar, it houses most of its employees. Unlike Washington, its citizens do not stand disfranchised in State and Union legislatures. They elect a representative to the Panjab Legislative Assembly and participate in electing a member of the Lok Sabha from a bigger constituency. Its qualified voters also participate in the election of members of the State Legislative Council. The nearest approach in development and administration is to be found probably in Canberra, the new seat of the Australian Government.

When the work on the town started, its supervision was placed under a sub-committee of the Cabinet. The Chief Secretary became the Secretary for the Capital Project also. Soon however it was felt that the demands on the time of the Chief Secretary which the town made were too many and a Financial Commissioner was named as the Chief Administrator of the Capital Project and Secretary of the Capital Project. A Chief Engineer was also appointed to take charge of the Chandigarh Project who worked

under the administrative supervision of the Secretary, P.W.D., Roads, and Buildings Branch. After some time the Financial Commissioner was relieved of the work and an I.C.S. officer named the Chief Administrator. On the retirement of Rai Bahadur Brij Mohan, Secretary P.W.D., the Chief Engineer Capital Project became also the Secretary of the Capital Project Department. The Town Planner and the Architect played a very great part in planning and designing various buildings. The Panjab Government had been fortunate in acquiring the services of Mons. Le Corbusier as the architect and town planner. It was understood that he would be given a free hand in the work of planning and designing. He functioned almost as an independent authority.

At present Chandigarh administration is under a Minister for Capital Project who of course holds charge of other departments as well. It has been customary to combine the Capital Project Administration with the Building and Roads Department. The old tradition of having a senior engineer as the Secretary of the Building and Roads Department having been given up recently, the I.A.S. Secretary of the Building and Roads Branch of the P.W.D. acts as the Chief Administrator and Secretary of the Capital Project Department. So far as Chandigarh Project is concerned, the Chief Administrator exercises all the powers of a Divisional Commissioner as well as the Financial Commissioner subject to revision by the State Government. The orders of the State Government are notified in the Government Gazette by him in his capacity as the Secretary of the Capital Project Department. Appeals against all orders of the Estate Officer lie to him and are finally decided by him. The Chief Administrator may delegate and has delegated some of his functions to the Deputy Chief Administrator, the Deputy Secretary of the department, but even then he may review his orders. It is however an open question which of his orders are issued as Secretary of the Capital Administration Department and which as the Chief Administrator. No precise attempt

has been made to define these powers and sometimes it seems as if he functions as the Secretary of the Department by virtue of his being the Chief Administrator. He combines in his person the functions of the head of an operating agency with that of a departmental secretary, thus smoothing over differences which usually delay decision and sometimes hamper administration.

Like other departments, the Capital Project Department prepares a consolidated budget for the department on the basis of the estimates sent in by its various units. All establishment cases arising anywhere in the department are finally disposed of here. The reconciliation of over-all accounts is in its care. When co-ordination between various branches of the department is necessary, it takes place here. All correspondence and discussion with other departments of the government is carried on by the Secretary. When central loans, subsidies or grants for the development of the town are found necessary, the Panjab Government speaks through the department.

Policy-making and day to day administration here need not be very much differentiated. But administration of the capital project—particularly the designing, construction, decorating and furnishing of government buildings—raises problems in which heads of other departments and operating agencies may be vitally interested. They can be best solved at the secretariat level. The designing of buildings for various types of offices and other governmental needs brings in the departments concerned. Even the location of some offices may sometimes raise problems. The usual procedure is for a department to explain its needs which the Architect undertakes to meet. But the plan prepared by the Architect may raise problems which the heads of the department may not always like to discuss with him alone but which they would be willing enough to discuss with the Chief Administrator-Secretary or his Deputy sitting in on the discussion. The phasing of the planned construction may also require the consent of the head of the departments concerned. The residence of the Chief Justice of the High Court has still to

be built. The postponement could be possible with the consent of the Chief Justice alone. The ambitious plans for the Government House could only be abandoned with the approval of the Governor. The Chief Minister could alone decide to be content with a minister's house. These decisions could best be secretariat decisions taken in the capital project department.

Frayed tempers sometimes were seen boiling over in public. The Speaker of the Legislative Assembly voiced from his chair his dissatisfaction with certain aspects of the Assembly building. He denounced the seats proposed to be provided for the legislators as unfit for their use. It seems that a conference between the Chief Architect and the Speaker proved abortive and the Speaker gave further vent to his feelings in the Assembly. The Chief Administrator arranged another conference on the spot where the Speaker and the Chief Architect met in the presence of the Deputy Secretary. A compromise was effected and both the sides to the dispute were allowed to claim victory.

Putting buildings originally constructed for one purpose to another use naturally requires the consent of the department surrendering a building as well as the department asking for an 'out of turn' allotment. Here again the decision is facilitated by the Chief Administrator's being a Secretary. He can contact both sides on equal terms.

Problems have occasionally been raised by a government user's refusing to take charge of a building claiming that it did not meet all its specified or unspecified needs. The moving of the Government College to its own buildings in Sector Eleven was delayed, it has been claimed, because its furnishing did not meet the needs of the College. Here again intervention at the secretariat level finally removed the tangle.

Problems may arise concerning buildings to be constructed by agencies of other governments or even by the citizens. Where administration ends and policy begins may be a debatable question. It was discovered, for example, that an existing sewage line ran through the

land sold to D. A. V. College, Chandigarh, in Sector 10. Whether the area under and around the sewage had been sold by mistake or whether originally it was intended to shift the sewage drains elsewhere was immaterial. The cost of shifting the existing sewage drains would have been immense. Surrendering the price paid for the area required was a mere trifle. But resuming the land sold and meeting the demand of the College for an extra bit of land contiguous to the land already in its possession were two problems which would have taken a very long time for solution in the ordinary administrative routine. At the secretariat level both questions could be solved easily and they were so solved.

Or take the case of the buildings for some of the Union Government needs. The building of the Telephone Exchange, the construction of the Aerodrome, the laying out of the area for the cantonment raised problems of housing the lower categories of the staff which the Union Government was finding embarrassing. The outright sale of the houses to the Union Government could not have been carried through at a lower level.

Constructing Panjab University buildings raised another set of problems. Buildings were being constructed at Chandigarh and must therefore conform to Chandigarh architecture. Grants for some of the buildings were being received from agencies outside the Panjab which had their own standards. To reconcile the two raised thorny problems which could not be decided piecemeal. The solution came by a policy decision. A government Architect and an Executive Engineer were loaned on deputation to the University to carry through its planning, designing and construction work.

The development of the town has raised many problems. There is first the question of utilization of land and providing for necessary amenities to the residents. To begin with, the Government constructed shops, booths, shop-cum-flats and gave them on rent. When their tenants found their business flourishing, the policy of auctioning

the constructed building was adopted soon to be followed by sale of sites, buildings to be constructed by the purchasers. To attract private citizens to the site, residential plots were at first allotted by a sort of lottery system at a fixed price. The development of the industrial area forced up the prices of residential sites and since July, 1960, residential sites have been auctioned, greatly to the benefit of the finances of the capital. Land for educational and cultural purposes used to be allotted to various institutions at a concession rate of Rs. 3,000 an acre. In 1962 this concession was withdrawn and the standard rate of Rs. 13,000 an acre was made applicable.

It may be said that the capital project secretariat deals with all policy matters, relating to the sale of plots, planning and development of the town. The policy with regard to the acquisition of land, resettlement of oustees and other related questions is decided here. But the secretariat is partly controlled and partly influenced by two other agencies. Besides a minister, a sub-committee of the Cabinet has been charged with the task of supervising the capital project administration. Above the committee there is the Cabinet. For most practical purposes the supervision by the Cabinet Sub-Committee gets reduced to supervision by the Chief Minister. The Chief Minister and the Capital Project Minister are two important members of the sub-committee. Where it is considered necessary to provide the backing of the entire government to a shift in policy or to a reaffirmation of the policy, it may not always be possible to bring the matter to the notice of the sub-committee in time. The Chief Minister is usually available for consultation by all his colleagues including the Minister in Charge of the Capital Project. Consultation here is rendered administratively easier as all the material bearing upon a question is available at Chandigarh. Approval of a shift in policy by the Chief Minister may be taken to be approval by the sub-committee of the Cabinet or of the Cabinet as such. Of course, it is customary to take all such matters to the Cabinet for final approval.

The shift in policy may be announced after a decision has been taken by the Cabinet but if a matter is of an urgent nature, it may be announced by the Minister or the Chief Minister earlier as well. This supervision by the political head the department shares with all other departments. But it has another policy-making agency of its own—a Capital Project Control Board set up in 1957 and consisting of thirteen members with the Chief Minister as its Chairman and the Secretary as its ex-officio secretary-member. It meets at least once a year to advise the government on all matters of policy. The department prepares the agenda. But sometimes matters not raised by the department may be included in the agenda by order of the President. Occasionally a question may be raised in the Board itself—of course only with the permission of the Chairman and usually on his behalf—on a report on the progress of the work presented to the Board. The sale of land for cultural activities at concession rates was stopped in 1962 consequent upon a recommendation of the Board.

In policy-making the Secretariat is often the mouth-piece of the government and rightly so. The Control Board again can be easily used by the Government for securing what may be put forward as an expert support to its policy. But containing as the Board does some members from outside the rank of the Panjab Civil Servants, it may occasionally succeed, by its unfavourable opinion, in calling, at least a temporary halt, to a policy sponsored by the Government.

Policy is thus laid down by the Government through a Cabinet decision or a Cabinet level decision. It is officially announced by the Secretary through a Gazette notification, if one is necessary, or otherwise. It may however be announced to the press either by the Chief Minister or the Chief Secretary in the press conference following a cabinet meeting. It becomes effective, however, only when it has been officially announced by the Secretary.

As in other departments the Minister may occasionally



try to give orders in matters not touching the policy line. It is refreshing to note that—as the Report of Public Accounts Committee reproduced in Appendix 2 shows—at least on one occasion the Secretariat frankly advised him that to allot land free of cost to a 'Commercial Establishment' was beyond the powers of the Government and therefore obviously beyond his competence.

The work of the department is carried out by four agencies, the Estate Officer, the Chief Engineer, Capital Project, the Chief Accounts Officer, Capital Project, and the Chief Architect and Town Planner.

### III

#### THE ESTATE OFFICER

The Estate Officer is the *de facto* civil administrator of the town. He combines in himself almost all the powers of a Collector and a Municipality and performs certain special functions of his own as well.

He exercises all the powers of a Collector for land acquisition purposes at Chandigarh, acquiring land where necessary, settling the compensation due for land and other immovable property. He used to be assisted in this work by a Land Acquisition Officer for some time. As the building of the capital involved ousting a large number of the people from the villages which have now merged to form Chandigarh, one of his very important functions has continued to be settling the oustees nearabout with as little dislocation as possible. It had been decided that land owners ousted from the 41 villages be given an equivalent area of land in the Ambala District. Not all oustees accepted the land allotted to them. Cash compensation is now being paid to such oustees. The work continues, the Bajwara settlement on the outskirts of the town is still waiting for absorption into Chandigarh. The artisans may be offered alternate sites for carrying on their professions in Chandigarh proper or otherwise settled elsewhere.

The Estate Officer sells the plots for various purposes to purchasers : by auction of residential and commercial sites, by negotiations for educational, cultural and some industrial purposes. Plots in the industrial area were at first sold by auction. But when the Panjab Government became anxious to attract industry to Chandigarh, some industrialists wanted to be convinced that it would be advantageous for them to choose Chandigarh for the

location of their projects rather than any other place. To attract big industrialists to Panjab and particularly to Chandigarh, sale of plots for industrial purposes was negotiated for with certain big industrialist at Rs. 3 per square yard provided the building was completed within 18 to 24 months. This works out at almost half the cost of the developed land to the government. But the loss to the Chandigarh accounts, it is hoped, may be made up by gain to the State and to India by the industries so started. Messrs Groz Reckertt Sahool, manufacturing hosiery needles, Messrs Meters and Instruments, manufacturing electric meters and Messrs Pfizer Ltd., manufacturing antibiotics have been so established. The Modella Woolen Mills are also coming up. When a sale is made, an allotment order, reproduced in Appendix 9, is issued. The last condition has now been modified to permit the putting up of two residential building units on one plot.

The sale of a plot requires being followed. For the residential and commercial sites originally a down payment of 25 % of the price was made when the plot was sold and the rest of the price was realized in three annual instalments. Thus the instalments have to be realised over the years. Originally when the plots were sold to the displaced persons, they were allowed to adjust the price against their certified claims. This involved the Estate Office in lengthy correspondence with the Rehabilitation Ministry and Rehabilitation Departments of other States where the claims were registered or where the buyers had earlier sought compensation. The matters were complicated still further by the condition that the buyers should build on the land acquired within a certain period. Of course the period could be extended. At present the last date for completion of buildings for purchases of 1952-53 is 31 March, 1964, while the late purchasers must build upon the land by 31 March, 1966.

The movement of population and trade to Chandigarh was encouraged in another way as well. Easy loans for the construction of houses and shops were made available to be

repaid within 15 to 30 years. The government servants were advanced loans equivalent to their salary for 24 months recoverable in 144 monthly instalments. The annual instalment for repayment were usually covered by the rent earned if the building had been well planned. In this way a major portion of the cost of the building was covered almost by a system of hire-purchase. The loans were advanced by instalments, the first was paid when the construction had come to the plinth and so on. The Estate Officer dealt with all applications for loans. Upto 1960 enough money was usually made available for distribution to qualified applicants for loans. Till then almost every applicant had been granted a loan. After the completion of a building started the process of repayment of loans in annual instalment. By 1960 it was felt that enough had been done for encouraging population to move into Chandigarh, the amount of loans available was cut down to Rs. 110,000,00 in 1960-61. The task of granting loans now required greater discrimination.

The realization of the purchase price by instalments and the advancing of loans for construction work has led to the appointment of loan inspectors under the Estate Officer. It is their duty primarily to deal with these problems and secure the repayment of the instalments. Of course a very large number of house owners pay their instalments regularly. Occasionally an owner may ask for time. Still more occasionally process may have to be instituted for the recovery of the loan as arrears of land revenue.

Some of the bcoths, shops-cum-flats have been given on rent. Vacant land is sometimes allowed to be used for specified purposes. Temporary structures have been occasionally allowed to be raised on government land. Rent collectors have been appointed to collect rent from all such parties. They work under the supervision of the Estate Officer.

As in municipalities elsewhere, the plans of all buildings have to be approved. Whereas elsewhere a plan

is scrutinized from the point of view of strength, durability and public health, the examination of the plans at Chandigarh is more extensive. The plots for residential purposes are sold in standard sizes from 10 Kanals to 4 Marlas. These plots are situated only in specified parts of every sector. As the township has a sewage system, flush lavatories have to be connected with the sewage system. Byelaws have been made, as in other towns by municipalities, for the control of building work in the town. They cover much larger ground than do similar byelaws in other places. Both the architectural and structural designs have to be approved. The materials to be used for various purposes have been defined. Plans are scrutinized by a Plans Committee consisting of 4 members, the Government Architect, the Town Planner, the Executive Engineer, Health Division and the Sub Divisional Officer, Estate Office. Plans must be prepared by qualified architects, by those approved by or licensed to function as such by the Estate Officer. A few of them are persons who have received their professional training as architects, others are practising engineers who have been approved on the strength of their experience in designing and planning buildings. Occasionally a plan has been submitted which the architects have refused to handle as being beyond their competence. In such cases designs approved by competent authorities have been accepted. When an educational institution planned to build a short rifle range on its campus, it was discovered that none of the architects felt qualified to draw up a plan. The Plans Committee declared its unwillingness to deal with a plan about which its members did not know much. Eventually a plan drawn by the Garrison Engineer, Ambala was accepted. The approval of the plans is conveyed to the applicants by the Estate Officer. The S.D.O. in charge of buildings in the Estate Office first deals with all such applications and keeps the record of all plans and designs submitted and approved.

The building branch of the Estate Office under the Sub Divisional Officer functions with the help of draughts-

man, assistant draughtsman and building inspectors. After the building has been approved, the building branch is to secure that the work goes on in accordance with the plan and the building byelaws. When the work has been reported as complete a completion certificate is issued by the Estate Officer.

The total amount of the loan to be sanctioned for buildings is also scrutinized in this office. In order to arrive at a satisfactory figure, the Plans Committee fixes the maximum cost per square foot of construction from time to time.

The Estate Officer, like a Deputy Commissioner in district headquarters, organizes the celebration of the days of national rejoicing, particularly the Independence Day and the Republic Day. Chandigarh being the capital of the State the programme is not always left to be organized by him. A Cabinet sub committee may sometimes chalk out the outlines of the programme or may issue directions about the inclusion of certain items therein. It is customary for him to call a meeting of officials and non-officials likely to be concerned in the matter well before the celebration and discuss the programme and the arrangements with them. The Assistant Estate Officer acts as the Secretary of the meeting. As the programme usually includes a march past by the N.C.C., representatives of the police, the Station Commander N.C.C., heads of colleges and schools are always invited. The seniormost police officer at the station, Deputy Superintendent of Police, attends as he has to make arrangements for the control of traffic as also for admission of guests and other visitors. Representatives of the engineering department are also invited as also the Public Relations Officer. Besides these two days, the Estate Officer arranges for the celebration of the United Nations Day as well. Here again he seeks the help of officials and non-officials for chalking out the programme and for carrying it through.

One of his most arduous duties is to make satisfactory seating arrangements for guests and visitors on such

occasions. The number of guests to be invited is limited by the restrictions of space. Rather unfortunately, even when the invitation cards distinctly state that children would be provided accommodation separately,—and in any case the cards do not extend invitation to children—the insistence of some guests for securing additional seats for the uninvited children has some times created unpleasantness. In the last session of the Legislative Assembly the complaint was voiced that some of the dignitaries who should have been provided, according to the complainents, seats in the front row, were not so provided. At one time it seemed as if the Estate Officer was going to be accused of having violated the privileges of the House. His explanation cooled down tempers while it also put it down on record that in issuing invitations and assigning seats he cannot act on his own and receives 'commands' he dare not disobey.

As the Master Plan makes obvious, the town has been planned on a functional basis. Every building constructed is supposed to be dedicated to a specified purpose. Residential quarters were to provide housing accomodation, though a compromise was made in the shop-cum-flats where the first floor was supposed to provide housing accomodation while the ground floor was to serve as a shop. Over the years, some residential units came to house shops, workshops and even offices. A drive was made by the Estate Office to enforce the byelaws in the matter and offenders were given notice to quit the premises being used in violation of the byelaws. Some of the persons concerned sought legal protection asking for writs from the High Court. Whether law could have provided them any relief was never put to the test, because it was soon discovered that the State and even the Union Government were among the offenders. The expanding work of administration and the attempt to transfer all headquarters offices to Chandigarh in a hurry had led to the State Government's utilizing some of its own residential units for office purposes and hire such units elsewhere. The

Union Government had not built offices of its own and was using hired accomodation, not meant for offices, for its purposes. The notices issued for the purpose had to be withdrawn for the time. Though the State Government is building offices fast, it will still take many years before it would be able to vacate all the hired houses it is using for offices. The Union Government may take still more time. The byelaws as applicable to houses may be considered to be in abeyance for the time being.

Another interesting case brought out the duel aspect of the administration at Chandigarh. The emergency led to a necessary drive for imparting military training to youngmen. Rifle practice formed a part of it and was also in the curriculum laid down for N.C.C. (Senior Division). An educational institution driven by directives from the State Government and the University Grants Commission, hastily put up a short rifle range. The Estate Office issued a notice to the offenders whereupon the case was taken up to the Secretary who stopped further action in the matter.

The Estate Officer performs certain miscellaneous duties of the District Magistrate, some of them on behalf of the Union Government. He issues licences to the cinema houses subject to specific conditions. He recommends the issue of passport to citizens of Chandigarh who may be planning to go abroad.

The Estate Officer is supposed to enjoy all the powers of a Municipality. A very large number of byelaws detailed in Appendix Six—have been made by him under powers delegated by the Chief Administrator or otherwise. As such licensing of vehicles for plying within the town is his function and as municipalities do elsewhere, fixing of rates to be charged by vehicles in his affair. A notification was issued in 1961 fixing licence fees for cycle-rikshaws and controlling their charges. A vociferous agitation followed alleging that the fee was too high and the rates were too low. The events that followed amply demonstrated the weakness of the position of the Estate Officer. The fee and the rates



had been notified by the Chief Administrator. The rickshaw drivers waited in deputation on the Deputy Minister, Capital Project where of course the Chief Administrator and the Estate Officer were both present. When this failed, they waited in deputation on the Chief Minister. As a result, rules were kept in abeyance. Ultimately the fee was lowered and the rates revised so as to be more favourable to the drivers.

The problem of controlling taxi fare is still evading an answer. It is complicated by the levy of the passenger-tax in the State. Whether such a tax is leviable on them is open to doubt. But absence of taxi stands anywhere except at the Bus terminus and opposite the Medical Research Institute lends support to the plea of the taxi drivers to charge a flat rate rather than charge passengers for the length of their journeys.

The combination of the office of an administration and a municipal committee in the Estate Officer has its drawbacks as well. For long cycles and cycle rikshaws went on plying without any lights at night. Of course parts of the town are well lit. But there are others—and very busy places carrying very heavy traffic—where at night the chances of collisions were ever present. Probably lack of transport facilities is responsible for the fact that some times an entire family may be seen moving on the road on one cycle with a little bundle of baggage as well. No traffic rules seem to have been made, or, if made, they are not being enforced.

The Estate Officer has an advisory body to help him to deal with the municipal problems of the capital. The members are nominated by the government.

The Estate Officer has been appointed Chief Warden for civil defence during the emergency. As such he has to co-ordinate arrangements for civil defence for the entire area. At one time a rather mistaken conception of modern warfare seemed to include digging trenches all over the city as a safety measure in the civil defence programme.

*Land Acquisition Officer*

Chandigarh had a Land Acquisition Officer of its own when it was acquiring land from 41 villages which now form Chandigarh. This work has now almost come to an end so far as the needs of the Panjab Government are concerned. The Union Government however needed land for its Air Force Station, the Cantonment and the Precision Instruments Factory. The Panjab Government has placed an officer of its own on deputation with the Government of India to deal with question of acquisition of land needed for its purposes. The Panjab Government may occasionally use his services for any of its own needs.

*Public Relations Officer*

A Public Relations Officer in the Estate Office occupies the status of a Distric Public Relations Officer. Like such officers elsewhere, it is his duty to secure as wide publicity as possible to governmental policy, not necessarily as seen in the Estate Office at Chandigarh. He assists in organizing exhibitions, shows and festivities under his own department or on behalf of other departments. He arranges for reporting of speeches delivered by important administrators, ministers (State and Union) and other dignitaries. Providing welcome and organizing display of popular enthusiasm also falls within his sphere.

## IV

### PUBLIC HEALTH & MEDICAL RELIEF

A Medical Officer of Health, as in municipalities, looks after the health and sanitation of the town. He arranges for the removal of the refuse from the houses and streets, sprinkling of water on the roads, sweeping of bazars and streets. He has a large staff under him ; a Chief Sanitary Inspector, a large number of sanitary inspectors, sanitary supervisors, beldars and sweepers. Anti-mosquito and anti-fly squads visit residential buildings from time to time and sprinkle preparations against mosquito and flies. A unit of the National Malaria Eradication Project also renders assistance in this campaign by sprinkling D.D.T. in residential quarters and buildings.

An Etymological Assistant takes care of certain other aspects of preventive work : vaccination, isolation of patients suffering from infectious diseases, notifying prevalence of such diseases. Vaccinators and dispensers under an inspector help him in carrying out his duties.

Prevention of adulteration of foodstuff plays an important part in preventive medicine. Under the Indian and State laws against adulteration of foodstuffs, a large number of bye-laws have been made. Sale of foodstuffs is permitted only in specified places under licences issued by the Estate Office on the recommendation of the Food Inspector. He has the power to inspect all such licensed places and report on any infringement of the Act or the bye-laws. He may suggest prosecution for such infringement. He has the power to examine milk brought into Chandigarh and order prosecution for adulteration.

Meat has an inspector of its own. Animals slaughtered in the slaughter house or in private premises have to be inspected by him. After slaughter, he inspects

the meat and approves it for sale by stamping it as fit for sale. He secures that meat on display for sale is kept uncontaminated. He may inspect and examine samples of such meat where he thinks it necessary.

Under the Director of Health Services, a Chief Medical Officer holds charge of the General Hospital in Sector 16. He is assisted by a Deputy and the necessary staff for running this 200 bed hospital. It has an outdoor department as well.

The Post-Graduate Institute of Medical Research and Training has at present a 200 bed hospital under the Director of Medical Education and Research. It has also an outdoor department. Both hospitals offer free hospitalization facilities to government servants besides offering free medical advice and medicines to citizens in general.

There are three dispensaries, one health centre and an Ayurvedic Dispensary at Chandigarh. The Health Centre and the dispensaries act as Family Planning Centres and look after prenatal care.

B. C. G. organisation under the Director of Health Services has started an anti-T.B. campaign by mass B. C. G. vaccination. Chandigarh is under the Kharar-Chandigarh unit of the Ambala District.

The Post-Graduate Research Institute offers training for M.D. and M.S. work in its various departments besides carrying on research work. Some of its Professor-Directors hold charge of their departments in the General Hospital as well.

The Health Department is running a special school for training sanitary inspectors.

Saket, the home for orthopadically handicapped children is located at Chandi Mandir. It has 50 beds and is under the charge of an assistant surgeon. It has an occupational therapy centre as well. Education up to the middle standard is also provided. Training is imparted to the children in carpentry, leather-work, toy-making, sewing, knitting and embroidery work. It is run by the Panjab branch of the Red Cross.

Under the National Eradication of Malaria Project Chandigarh has a sub unit with a Malaria Officer at its head. He is assisted by a Senior Malaria Inspector, an inspector, and two women inspectresses. Workers are appointed, each charged with visiting 200 houses twice a fortnight. Patients suspected of malaria are administered stock medicines on the spot. To make sure, blood samples of patients are taken for analysis. The scheme works under the Director, Malaria Institute, New Delhi. But a Deputy Director, Malariology under the Director of Health, Panjab, co-ordinates the work. One quarter of blood samples taken by the unit are examined again in the laboratory and the results of the earlier examination checked.

## V

### CHIEF ENGINEER CAPITAL PROJET

As land was acquired and oustees settled elsewhere materials for the construction of government buildings started pouring in. It was decided that government would provide its own materials for all construction work and employ contractors for labour work only. This led to the goverment's burning its own bricks and runing several brick kilns round Chandigarh. Over the years this policy has been followed. Purchases may be made by the engineers concerned or orders placed for securing the materials with the Controller of Stores.

A Chief Engineer was appointed to hold the charge of all engineering activities. Besides a technical Personal Assistant, two Superintending Engineers, one in charge of Planning, another of constructing, and an Executive Engineer (Public Health) assists him in carrying out his duties. To begin with the Chief Engineer was supposed to be working under the Sectetary, P.W.D. (Buildings and Roads) who himself was an engineer. In 1954 the Chief Engineer Capital Project became the Secretary, P.W.D (B & R) but he continued to be Chief Engineer, Capital Project as well. When members of the I. A. S. were appointed to hold the office of the Secretary, Public Works Department, the Chief Engineer Capital Project became independent so far as technical control was concerned.

In building a brand new capital, the engineering side of the capital project administration has had to do a multi-farious job. The Master Plan of the whole town had to be prepared in collaboration with the Chief Architect. Then the detailed plans of the various sectors were taken in hand. Along with all this over all designing, the work of designing various types of residential houses and buildings went on.

Here at first booths costing Rs. 2,000 and shop cum-flats costing Rs. 65,000 were planned. Early in 1953-54, new types of booths costing Rs. 500 and shop-cum-flats costing Rs. 11,000 were added. To the thirteen types of residential buildings first planned, another cheaper type was added in 1953-54 estimated to cost Rs. 2,000 only. Estimates for all types of buildings were prepared in the engineering department.

Detailed drawings and estimates of government buildings continued to be made over the years.

The engineering department has been busy constructing buildings at Chandigarh. But to the work of construction the work of maintenance was added as soon as buildings were put up. Some of the buildings have had to be furnished at government cost. This work again has been entrusted to the engineering branch.

At present the Chief Engineer is assisted by three Superintending Engineers in charge respectively of planning, constructing and public health engineering. The planning circle is in charge of planning of various schemes, working out structural designs for each unit, collecting necessary data relating to designs, preparing estimates for buildings, and planning installation of electricity in each building. The work is divided between three Executive Engineers, one in charge of works and estimates and two of designs.

The Public Health Circle is further sub-divided into five divisions each under an Executive Engineer. One division deals with water-supply for the capital, another looks after sanitary fittings and water-supply in individual buildings, a third lays storm water and sewage channels and carries through drainage schemes, the fourth looks after maintenance of public health works and the fifth carries out the work of electrical installation.

The Construction Circle carries the heaviest burden. It is divided into five divisions each with an Executive Engineer at its head. One division builds roads, another constructs buildings, a third looks after the landscaping

work at the capital, a fourth carries out detailed surveys and demarcates individual plots and indicates the plinths where necessary, while the fifth division looks after the maintenance of buildings and roads. Its duties include maintenance of lawns and flowerbeds in the houses of such dignitaries and government servants as are entitled to such attention. Three Sub Divisional Officers look after maintenance work (buildings). In all there are 41 Sub Divisional Officers working in the branch.

An Executive Engineer works as the Personal Assistant to the Chief Engineer and besides assisting him otherwise looks after the establishment work of the engineering branch.

The Chief Engineer's office reads water meters every month, sends out bills to consumers for water dues and receives payment for the bills at its Assistant Accounts Office.

The work of allotting houses to government employees—and in exceptional cases to those not so employed—is performed through two committees; one deals with houses falling in types 9 to 13, the other with those in types 1 to 8. The Chief Engineer is the secretary of the second committee, the Financial Commissioner (Revenue) being the Chairman. This committee deals with the allotment of houses to ministers and government servants who draw at least a salary of Rs. 1000 [a month. The first committee is presided over by him while one of his Executive Engineers (Maintenance) acts as the secretary. Naturally his voice prevails here.

The second committee has, besides the chairman and the secretary, 6 members sitting on the committee *ex-officio*.

It is necessary to record that when the capital was shifted first to Chandigarh, government houses were allotted to some non-officials as well, The *Hindustan Times* was allotted a spacious house for printing its Chandigarh edition at Chandigarh, the correspondents of other newspapers and news agencies were also similarly provided.



The accommodation so provided continues assigned to the non-officials even though the assignment has, at least in one case, ceased to have any meaning ; the *Hindustan Times* no longer publishes a Chandigarh edition.

Pressure on housing has resulted in two new developments. For certain categories of servants, half units of accommodation are being allotted for the present though one never knows if and when they would get full units. As they pay much lower rent for half units, the occupants in most cases are not anxious to change them for better accommodation. Public servants were granted loans for constructing houses, obviously for their own use. It was soon found that even when they built their houses in that way, they never shifted to their new homes. Rent for buildings at Chandigarh being very high, they were content to live in the houses allotted to them for which they paid a subsidised rent never exceeding 10% of their salary. The rent so assessed some times included charges for other services as well. In 1962 it was notified that no government servants who had a house of his own at Chandigarh built out of a loan from the government would be allowed to occupy an official residence five years after the completion of his house.

The engineering branch is sometimes put in charge of issuing permits for buying bricks from government kilns. It realizes the price for bricks and tiles and issues permit for supply from government kilns. When bricks can not be collected, it refunds the amount due for non-supply. This work is entrusted to the Executive Engineer in charge of construction work who controls Government kilns.

## VI

### ARCHITECTURAL WORK AND TOWN PLANNING.

When the Panjab Government decided to build a new capital, it decided to do it well. The Chief Administrator and the Chief Engineer were sent abroad to interview planners and architects and engage them for the work. Mr Albert Mayor from New York was engaged as the first town-planner and Mons, Le Corbusier as the Chief Architect with Mons. Jeanert, Mr Maxivel Fry and Miss Joan Drew to assist him. Ultimately the work of town planning was also entrusted to Mons. Le Corbusier. Most of the work having been done by now, Mons, Jeanert now works as the Chief Architect and Town Planner. The work load at Chandigarh having become lighter now, the Chief Architect now acts as the head of the architectural organisation for the whole State. A sub-office was at first maintained at Nangal-Bhakra. A senior architect has now taken charge of the Patiala Division of the work.

The organization now has four senior architects, eleven architects besides a number of draftsmen and other ancilliary staff.

The organization prepares designs for government buildings when requested to do so by a department. In certain cases the Chief Secretary may ask the architect for designs. The architect thereupon not only prepares the design for the building but chooses the location of the building, fixes the site and chalks out approach roads and designates parking places.

The work is initially done by a senior architect or architects specializing in the type of work in hand, in collaboration with a representative of the county and town planning department. The architects may receive general

instructions from the Chief Architect to begin with. All plans however have to be approved by the Chief Architect. While the designing is in progress, the department concerned may sometimes look over the shoulder of the architect and may make such suggestions as it thinks necessary. The last word lies with the Chief Architect. As we have seen already a dispute may sometimes be taken to the Secretary Capital Project who may have to devise a solution.

Besides designing government buildings, the office has prepared zonal plans and zonal byelaws for private buildings. These govern the use to which buildings in a particular zone may be put. The Industrial Sector can have buildings to be put to industrial use only, the commercial sector can have shops and places of business only. The labour colonies will house the labour employed at Chandigarh. The centre of the town having been located in Sector 17, all buildings here have to be at least four-storied. The office also controls rigidly the exterior outlook of all buildings in the capital.

The plans and designs for government buildings may also be used for similar private buildings. They are supplied to those requesting for them at cost.

To secure conformity to architectural design in all buildings, the Chief Architect and Town Planner are members of the committees which approve plans. He may depute any of his subordinates to attend the meetings in his absence.

## VII

### FINANCE, ACCOUNTS AND AUDITING

The Capital Administrations Department annually spends about Rs 2 crores. In order to facilitate paying out the large sums that continue to fall due for payment, a Chief Accounts Officer has been stationed by the Accountant General at Chandigarh. He pre-audits all individual payments exceeding Rs. 10,000 and post-audits all payments below Rs. 10,000. All final payment bills exceeding Rs. 2,000 are also pre-audited. His office also keeps accounts of the Project and carries through test audit through its auditors on the spot. He may verify stores in hand as well. For some time past there has been only an Accounts Officer functioning at Chandigarh. The post of Chief Accounts Officer may be said to be in abeyance.

As in other departments, a representative of the Finance Department functions as the Financial Advisor to the Capital Project Department. He offers necessary advice to the Department in matters which it has to take to the Finance Department for approval. Revision of estimates resulting in additional expenditure necessitating approval of the Finance Department may first be discussed with him. Usually it is presumed that when a matter has been cleared with him, the formal approval of the Finance Department would follow in due course. In rare cases the Finance Department may refuse to accord its approval. All matters which may result in lowering receipts also require the sanction of the Finance Department. His advice is also sought on all proposals which may so lower receipts.

Chandigarh has a Treasury of its own under a treasury officer. Here all moneys due to the government are credited, amounts due as taxes or refunds received and

all payments authorised to be made through the State Bank.

A taxation Sub-Inspector holding charge of Kharar and Kalka besides Chandigarh assesses entertainment tax, State Sales Tax on goods and Panjab Urban Immovable property Tax.

## VIII

### SERVICES AND SUPPLY

#### *Electricity*

Like the rest of Panjab, Chandigarh gets its electricity from the Panjab State Electricity Board. It is a government department rather than a corporation. The board combines the functions of a secretariat and an operating agency. Its headquarters offices are located at Patiala. Chandigarh forms one of the three divisions controlled by one of the Superintending Engineer stationed at Patiala.

Chandigarh has a resident Executive Engineer. He has five sub-divisional officers under him, one of whom is in charge of Rupar Sub Division. Two Sub-Divisional Officers are in charge of operations; one in charge of construction work while the fourth works as personal assistant to the Executive Engineer and holds charge of the stores as well.

Chandigarh has at present more than eight thousand electric connections.

For operational purposes it has been divided into two zones, one comprising 9 sectors (15, 16, 17, 18, 21, 22, 23, 24 and 25), the other the rest of the town. The Sub-Divisional Officer incharge of the first zone has his office in Sector 23 while the other zone has its office in Sector 19.

The operation sub-divisions do all the maintenance work in their areas including minor repairs, grant connections to applicants, attend to breakdown in their zones, disconnect electricity when not required or when charges have not been paid for a considerable time, arrange for reading of meters, prepare bills and send them to consumers. Temporary connections are also granted by the Sub

Divisional Officers. The work of street lightening also falls under the operational Sub-Divisions. This is carried out on behalf of the Capital Project Administration which foots the bill. The Executive Engineer himself attends to the over all problems arising out of street lightening. As the work is divided between two sub-divisions, one occasionally finds street lights being on in one zone while the second zone is still waiting for them. Here again the lack of municipal administration is brought home to the citizens when open wide spaces are found having street lights whereas some congested areas are still without them.

To supervise the operational work there are 16 lines superintendents, 7 in zone II and 9 in zone I. Six of them look after maintaining lines, two (one in each zone) attend to street lightening and transmitting lines, three care for the general service connections, handle disconnections and reconnections. A Senior Line Superintendent, with the help of two juniors, looks after the main connections. Minor works costing less than Rs. 10,000 are carried through by the operational sub-divisions. But all major works estimated to cost more than that are executed by the Sub-Divisional Officer in charge of construction.

### *Fire Fighting*

Chandigarh has a fire-fighting brigade, at present under a Fire Officer who also acts as the head of the Fire Extinguishing Service in the State. A superintendent to take charge of the brigade is likely to be appointed soon. The Brigade consists of 5 head firemen, 20 firemen and 6 drivers. The station has at present two towing vehicles with tailor pump and other necessary gadgets for fighting fire and has two fire fighting engines.

The Fire Officer imparts training to Home Guards in fire fighting as also to Girl-Guides. During the emergency elementary training in fighting fire to civil defence personnel and volunteers is also being organized at the station.

### *Labour Welfare*

A Labour Welfare Officer under the Labour Commissioner has been appointed at Chandigarh to ensure the welfare of the labourers and enforce the relevant labour laws. He looks after the interest of labourers employed by the contractors doing government construction work and tries to settle disputes arising between them. Where he fails the Labour Commission may make an effort to settle the dispute or recommend to the government that a tribunal be appointed to settle the dispute. There is a Labour Inspector as well stationed at Chandigarh. It is his duty to see that labour laws are obeyed by all employers and report their infringement for necessary action. A Chief Inspector of Shops assisted by one shop inspector has been charged with the duty of enforcing the Panjab Shops Act and the Commercial Establishments Act. He sees to it that shops remain open during specified hours only, provide a weekly day of rest and maintain a proper register of employees and their attendance.

The Labour Conciliation Officer, Ambala, has charge of Chandigarh as well as and seeks to provide conciliation in disputes between labour and its non-government employers.

Of the two Medical Inspectors of Factories in Panjab the one in charge of Ambala inspects the factories at Chandigarh as well to ensure that provisions of the Factory Acts regarding sanitary conditions in the factories and provision of medical care for employees are being complied with.

### *Transport*

Chandigarh as the capital of the State is connected with most of the headquarters of the districts, Delhi and Pathankot by direct buses run by the State. An Extra Assistant Controller (operations) Transport controls the operational activities. Delux buses run from Chandigarh to Delhi, Amritsar, Jullundur and Patiala. On some routes express service is also maintained.

The newly built bus terminus has waiting rooms for



men and women, a restaurant, a fruit stall, a tea stall and a book stall. A new division of the Punjab Roadways has now been created to hold charge of the work at Chandigarh.

The Punjab Roadways runs buses in Chandigarh and between the Railway Station and the town. As the city covers an area of 14 square miles with centres of population concentrated only in certain parts of the city the bus service is not as frequent as at other places at peak hours. The neighbouring village of PUNCHKULA is also served by the local bus service.

Just now there is a small workshop for minor repairs at Chandigarh. Now that it has become a division in its own right, it is expected that a bigger workshop capable of attending to most of the repair work would be started.

At present Chandigarh has 10 buses running. A station director, 19 drivers, 19 conductors and two inspectors are at present employed at Chandigarh.

Daily income is calculated every evening and the fare collected deposited into the treasury next morning. The passenger tax is separately accounted for and separately deposited in the treasury.

#### *Hospitality Organisation*

Chandigarh has a hospitality organization under a Director who also functions as the Military Secretary to the Governor. An Assistant Director is in the immediate charge of the work. Unlike the system in other States, the dignitaries visiting Chandigarh become the guest of the Panjab Government, rather than of the Governor. They are usually accommodated in the Guest House.

The Hospitality Organization organizes State receptions, lunches, dinners and teas. The invitations may run on behalf of the Governor, the Chief Minister and even a minister. It runs a cafeteria at the Tagore Theatre occasionally when some performance is being given there.

The Organization makes catering arrangements on behalf of private parties as well. It may arrange tea, lunches, and dinners for citizens on payment. The charges compare very favourably with those of good

caterers and restaurants in the town. The Organization runs canteens in the civil secretariat and the non-secretariat headquarters offices in Sector 17. It also runs a cafe in the Legislative Assembly building when the House or the Assembly is in session.

#### *Director of Public Relations*

The Directorate of Public Relations and Tourism has a tourist office in Sector 22. Chandigarh and its famed architecture draws a large number of visitors through the year. The tourist office helps the tourists organize sight seeing at Chandigarh. It provides guides to parties of tourists.

An Exhibition Officer assisted by a group of artists and modellers is running an exhibition on wheels. The exhibition is intended to do propaganda work for the Five Year Plan, civil defence and defence efforts in general.

#### *Director of Social Welfare*

Directorate of Social Welfare is building a Childrens' Holiday Home in Sector 24. It may provide well run cheap and sanitary accommodation for children who may come to Chandigarh for holidays, usually during the winter. It hopes to become a centre of welfare activities for the children of Chandigarh.

#### *The Employment Exchange.*

Chandigarh has an Employment Exchange under the Ministry of Labour. It enlists all applicants for employment with their detailed qualifications and the sort of employment they seek. Employers are required to notify all vacancies to the Exchange through monthly returns. They may call upon the Exchange to send to them particulars of such registered applicants as may be suitable for the vacancies they may have. Quarterly reports are circulated to all employers making returns. The Union and State Government have agreed in principle that before making *ad hoc* non-gazetted appointments they would call upon the Employment Exchange to send them the names of all the suitable candidates registered with it. An

outsider would be appointed only if no registered candidate is found suitable.

#### *University Employment, Information and Guidance Bureau*

The Bureau is under the administrative control of the University which appoints a Director from among its own staff. The rest of the staff is provided by the Ministry of Labour which also meets all the expenditure on the Bureau. As its name implies it serves as a vocational guidance bureau for university students and graduates. It tries to indicate to the students various professions and vocations open to them and gives them information about the places where they could receive training for them. For qualified applicants on its registers it tries to find employment by its contacts with the employers.

#### *Education*

Punjab Government maintains several educational institutions of its own at Chandigarh. The administrative control of the schools lies with the Education Officer, Ambala. The institution for higher education here, as elsewhere, are supervised and controlled by the Director of Public Instruction helped by a Joint Director, (Colleges) a Joint Director (Schools) and a Joint Director (Planning).

The construction and maintenance of the educational building are under the engineering branch of the Capital Project Administration. It also provides furniture and other furnishings. Other needs of the institutions are met by the Education Department.

The accounts of all these institutions are audited by the Examiner of Local Fund Accounts which has headquarters at Chandigarh.

#### *Technical Education*

The Punjab Government maintains an Engineering College at Chandigarh which offers courses in Civil, Mechanical, Electrical and Telecommunication Engineering. Training in production engineering was started in 1962.

The Central Polytechnic offers diploma courses in various engineering subjects.

A College of Architecture offers training for the Degree of Bachelor of Architecture. The Government School of Arts imparts training in Fine Arts.

The Department of Industries runs a Government Central Crafts Institute for Women at Chandigarh. Here training is imparted in cutting, tailoring, hand embroidery, machine embroidery, automatic embroidery, leather work, cooking, toy-making and knitting under a Principal and a well qualified staff.

There is a separate doll-making centre offering training to 20 trainees a year under a manager who received her training in the subject in Japan. An Inspector of Industrial Schools for Girls is stationed at Chandigarh. An Assistant Inspector, Training has her headquarters here.

The Industries Department also maintains a sales centre for the products of minor industries of the State. It serves as a show room as well and may receive orders for the supply of articles on exhibit or articles which it thinks it can procure to order on specification.

#### *Agricultural and Horticultural Services*

A Vegetable Inspector under the Economic Botanist helps the vegetable growers in the neighbourhood. An Inspector with his headquarters at Chandigarh works under the Locust Control Officer. He sprays and dusts insecticides on plants on request on payment which only covers the cost of material used.

The Nursery at Chandigarh curiously is under the Chief Engineer, Building and Roads Branch. The immediate charge is held by the Sub-Divisional Officer, Horticulture. Here flowers, flowering trees and fruit plants are on exhibition. It sells plants, seeds and grafts not only to the people of Chandigarh but to buyers elsewhere in the State.

Chandigarh has a senior officer of the Agricultural Department functioning as Agricultural Information Officer. It has another officer of the department functioning as officer on special duty.

*Civil Supplies Department*

Necessities in short supplies are controlled by the Food and Supplies Department. Of articles of daily needs coal and sugar are the only materials rationed and supplied on ration cards issued by the Director, Civil Supplies. Cement, bricks, tiles, galvanized sheets and angle-iron for housing purposes are still supplied on permits issued by the department. The Civil Supplies Department also issues permits for the purchase of milk from the Chandigarh Milk Supply Scheme. The scheme makes retail sales as well at certain centres in the city. A manager runs the scheme.

The Civil Supplies Department has opened eight Fair Price Shops for supplies to government servants on permits issued for purchase of articles. A Deputy Director (Shops) has been placed in overall control of the departments. It also runs two poultry and egg supplies centres. The shops were intended to compensate the threatened loss of the entire Chandigarh allowance to government employees. A Controller of Civil Supplies was stationed at Chandigarh for some time but now his functions have been taken over by the Civil Supplies Department. The number of these shops has now been increased and they have been thrown open to all citizens.

## IX

### POLICE AND JUDICIARY

A Deputy Superintendent of Police holds charge not only of Chandigarh proper but of other areas in the District outside Chandigarh not assigned to the D. S. P. stationed at Ambala. The local police is under an Inspector of Police stationed in the central police station in Sector 17. The central station has a station officer. The police stations in other parts of the town are under Assistant Station Officers. There are seven police posts in various parts of the town, six of which perform preventive duties alone. Registration and investigation of crime is mainly the work of the central station.

One of the special function the police perform at Chandigarh is the registration of the permanent addresses of domestic servants employed here. As in other big cities, eve-teasing occassionally puts considerable pressure of work on the police force. After a stabbing incident at Batala, it has become customary to assign one or more constable for duty at places where University examinations may be conducted.

The Chandigarh police is sometimes requisitioned to control approaches to places where public functions may be held. These functions may vary from prize distributions to public speeches by V. I. P. The visit of the Prime Minister and the President may strain its resources to the utmost. On such occasions, police from outside is rushed into Chandigarh to supplement its meagre ranks. The elections to the Legislative Assembly and Paliament may similarly make large demands on it for keeping order outside the election booths.

On account of Chandigarh being the seat of the State Government, the Chandigarh police has had to deal with certain types of activities arising on that account. During

the Hindi agitation inspired by the Jan Sangh, marches to the Secretariat and the Assembly Buildings were common. Assembling of more than five persons and taking out processions had been forbidden by the District Magistrate under Section 144 I. P. C. It fell to the police to enforce the prohibition. The task was taxing partly because those defying the law had resorted to Satyagrah hallowed by Congress practice, partly because sometimes it was never intended to proceed against the offenders. The strain was such that Chandigarh police had to be reinforced. The tasks of enforcing the prohibition had to be directed not by the local police but by a D. I. G. occasionally with the Inspector General of Police lending his moral support by his presence.

Last year saw another specific problem of Chandigarh was thrown into the lap of Chandigarh police. The Punjab Government had been paying a special Chandigarh allowance to its employees drawing less than Rs. 250 and stationed at Chandigarh. This allowance was of a compensatory nature, intended to cover the higher cost of living at Chandigarh. Towards the end of 1962 it was announced that 50% of the allowance would be withdrawn from 1 Jan, 63 and the rest from 1 April, 1963. Like employees everywhere, the government servants affected resented the cutting down of an existing benefit. Again public meetings were held, rallies addressed, marches arranged sometimes in defiance of the law. Again the Chandigarh police had to deal with the situation; a severe strain as members of the police force were also affected by the order.

As Chandigarh is the headquarters of the Inspector General of Police, occasionally even the First Information Report in an alleged crime has been lodged with him rather than at the Station. As the records of the High Court show, rather than refer the case to the local police for investigation, the Inspector General, at least in one case, directly entrusted the case for investigation to the Criminal Investigation Department.

The Punjab Police has a police band stationed at Chandigarh. Besides entertaining the public at the lake bandstand on Sundays, it plays at public celebrations and at official parties. It is available, when not required for official duties, to the public at Rs. 100 an hour.

### *Judiciary*

Chandigarh is a part of the Kharar Sub Division of Ambala District. The Sub Divisional Magistrate Kharar exercises many of the power of the District Magistrate Ambala without, however, ousting the jurisdiction of the District Magistrate. He holds court at Chandigarh twice a week to hear and determine cases by summary trial. A Sub Judge (First Class) decides civil case falling under his jurisdiction. A First Class Magistrate wielding powers under Section 30 of I. P. C. hears criminal cases where the punishment does not exceed imprisonment for more than two years.

The permanent Gurdwara Election Tribunal consisting of three members constituted under the Sikh Gurdwara Act has its headquarters at Chandigarh. It decides all cases arising out of disputed elections under the Sikh Gurdwara Act.

The Additional District Magistrate, Ambala holds court at Chandigarh at least once a fortnight to try Chandigarh cases coming under his jurisdiction.

Chandigarh falls in the judicial district of Ambala. Appeals against the order of Sub-Judge First Class are heard by the District Judge, Ambala. Trial of all the accused committed to the Sessions also takes place in the Session Court, Ambala.

Chandigarh is the seat of the Punjab High Court. This makes it easier for its citizens to approach the High Court for the defence of their fundamental rights and seek appropriate remedies against the alleged infringement of their fundamental rights.

Two types of special offence may arise at Chandigarh though they may be committed anywhere in the State. As has been mentioned earlier the Legislative Assembly or the



Legislative Council may claim that its privileges have been invaded by something said or done at Chandigarh or elsewhere in the State. The appropriate legislative chamber alone is the judge of the offence though, as happened at Madras, the courts may threaten intervention in an extreme case. A rather serious situation arose recently when a member of the Legislative Assembly gave notice of a motion regarding contempt of the legislature alleged to be have been committed by some Fellows of the Punjab University. Fortunately tempers soon cooled down; the member was persuaded to withdraw the motion.

The High Court at Chandigarh may also proceed against any one for contempt of court. Here again the Court itself sits in judgement on an offence alleged to be committed against it. But this combination of the office of the prosecutor and judge—which prevails elsewhere in the world as well as in such cases—is here bereft of some of its dangers by the fact that the Supreme Court may entertain an appeal in such cases and may thus exercise a restraining hand.

## APPENDIX 1

### REVIEW OF THE ANNUAL ADMINISTRATION REPORT OF THE CAPITAL PROJECT FOR THE YEAR 1960-61.

#### (a) *Estate Office*

1. *General*—During the year under report the activities of the Estate Office expanded further on account of the Government of India having taken a decision to locate the Military Cantonment and the Air Force Station at Chandigarh. Land acquisition activity in particular expanded further. Land for the Military Cantonment and the Air Force Station has been acquired. A separate Land Acquisition Officer with necessary staff was appointed for the acquisition of this land.

2. (i) *Sale of Residential Plots*—The policy regarding the sale of residential plots underwent a change in as much as on the 16th July, 1960, the Capital Project Control Board took a decision that in future the sale should be made by auction. The auction held on the 16th October, 1960, witnessed a considerable rise in the price of residential plots. The reserve price of 87 residential plots of various categories sold on this day was Rs. 2,57,456'00, whereas the actual sale price realised was Rs. 3,57,050'00, giving a percentage rise of about 40 on the average.

(ii) *Commercial and Industrial Plots*—64 commercial sites including built up booths were sold by auction. One industrial site was sold by negotiation. The total price obtained for these sites was Rs. 13,44,655. The maximum price fetched for commercial sites was Rs. 215'00 per square yard.

(iii) The scheme for the allotment of industrial plots by negotiation was revived.

3. House Building Loans— (i) A sum of Rs. 1 crore under the State House Building Scheme and another sum of Rs. 1,50,000 under the Low Income Group Housing Scheme were placed at the disposal of the Estate Officer for house building purposes. These amounts were found insufficient to cope with the demand for loans.

A recovery of Rs. 22,25,379-62 was made against the loans advanced.

(iii) 1,890 building plans were received during the year under report of which 1,652 were passed. The total number of all kinds of private buildings completed upto 31st March, 1961, was 2,235.

(iii) The receipts from the sale of sites amounted to Rs. 58,86,138, thus bringing the total receipts from the sale of sites since the inception of the Project to Rs. 5,49,81,900.

(iv) A sum of Rs. 83,445-59 was paid as compensation to Capital oustees.

(b) *Architectural and Town Planning Branch.*

4. A separate Department of Architecture with 8 permanent and temporary architectural units come into existence on the 1st January, 1961. Two posts of Senior Architects were created in the scale of Rs. 1,500-50-1, 750.

5. Supply of drawings— (i) Detailed drawings of the following buildings were prepared and issued to the Engineering Organisation for execution :—

... ..

(ii) Plans for additions and alterations in the Colleges for Men and Women and the extension scheme for the Central Craft Institute were also prepared.

(iii) Working drawings were prepared in respect of the following works :—

... ..

8. The planning of the following works relating to

the other departments were also taken up during the year under report :—

Bus Shelters on the main highways of Punjab.

Servants quarters and Hostel of St. John School in Sector 26.

6. Town Planning Branch—The Town Planning Branch continued functioning under the Town Planner. The following town planning works were done during the course of the year :—

Golf Club in Sector 6.

Shopping Centre in Sector 7.

Hospital Complex, Sector 12.

Landscape treatment and details of houses for Life Insurance Corporation in Sector 15.

Periphery Development Plan.

Layout Plan of Sector 26 necessitated by the location of a Stadium.

Detailed layout plans for 13-J houses and houses for the State Electricity Board and Shopping Centre in Sector 28 were prepared.

Layout plans for the extension of the Engineering College and zoning plans for buildings of Sant Nirankari Mandal, Gandhi Smarak Nidhi and fodder shops were prepared :—

### (c) *Engineering Organisation*

7. The charge of the post of the Chief Engineer, Capital Project was held by Shri G. R. Nangea. There were three circles under him, namely, the Planning Circle, the Construction Circle and the Public Health Circle. The total expenditure on the works executed by the Engineering Organisation during the year under report was Rs. 268'18 lakhs, which included expenditure on works done on behalf of other departments.

(ii) The Planning Circle prepared 237 structural drawings and supplied them to the field staff. Detailed estimates for works costing Rs. 212'07 lakhs were prepared and technically sanctioned. The major works for which

estimates were prepared sanctioned during the year under report are given below :—

... ..

The construction Circle executed works worth Rs. 116'83 lakhs for the Capital Project and worth Rs. 26. 50 lakhs on behalf of other departments.

1'35 miles of roads were metalled, bringing the total length of the metalled roads in the town to 109 miles. Half a mile foot-paths and cycle tracks were laid in Sector 1. Road junctions Nos. 20, 22, 28, 29 and 32 were suitably improved. 6,400 shrubs were planted during the course of the year. Open spaces in Sectors 7, 8, 9, 19, 20, 27, Leisure Valley and the Industrial Area were landscaped and hedges were also provided at suitable places.

The Public Health Circle executed works worth Rs. 73'50 lack of which worth Rs. 7'14 were done on behalf of other departments. About 9 miles of pipe lines for domestic and irrigation water supply were laid. One more chlorination plant was installed and 1,100 plot holders were given water connections. About 22'65 miles of storm water drains were laid. Anti-waterlogging operations were pushed further in Sectors 24 and 25. 2,800 feet long drains were laid during the year under report, and 14'47 miles of sewers were laid. The Circle also continued to maintain water supply and sanitary installations and storm water drainage.

#### (d) *Health and Sanitation*

Dr. A. C. Mitra continued to be the Medical Officer of Health. Anti-larval and anti-adult measures were taken for the control of mosquitoes.

6,542 persons were inoculated against cholera and open wells were disinfected. Baits were laid for the destruction of mice in 9,426 houses. 1037 rats were killed and 19,826 rat-holes were cynogassed. Fifty six typhoid inoculations were performed and 943 stray dogs were destroyed.

217 food samples were seized, of which 44 were found adulterated. Of the latter, 23 persons were convicted and fines to the extent of Rs. 2,3385'00 were realised, 89 persons who were found to be carrying business of food sales without obtaining proper licenses were challaned and 61 were convicted and a fine of Rs. 1,450'00 was realised from them. 513 licenses were issued under the Prevention of Food Adulteration Act, 1954.

## APPENDIX 2

### PUBLIC ACCOUNTS COMMITTEE

1962-63.

#### (SEVENTEENTH REPORT)

##### *Capital Project Organisation*

39. Under the financial rules, fictitious stock adjustments with a view to exhibiting the utilization of the funds available are prohibited. In the various Divisions of the Capital Project, Chandigarh, 29 instances were noticed where the cost of stores valued at Rs. 14.13 lakhs was charged to works in the accounts towards the end of the financial year by credit to 'stock'.

The Committee are of the view that it was irregular to place material worth Rs. 14.13 lakhs in material at site accounts.

The Committee recommend that strict instructions should be issued to avoid fictitious adjustments of stock as these are likely to result in thefts and pilferage which are likely to remain undetected.

According to the Schedule of Rates and the prescribed specifications, the work of reinforced cement concrete roof slabs includes smooth finishing of the underside with cement plaster. It was, however, observed by Audit that payments amounting to Rs. 2.29 lakhs for the cement plastering below such slabs had been made in four project Divisions during the period from March, 1956 in July, 1961 in addition to the schedule rates.

The Committee are not satisfied with the explanations of the department representatives and feel that there was no justification for the additional payment for cement plastering below R. C. C. slabs. Smooth finishing of the underside with cement plaster was included in the

specifications prescribed in the Schedule of Rates and if some special type of work was required to be done, a clause to that effect should have been included in the agreement. In case finishing of a particular type was considered essential reduction in the rate for reinforced cement concrete work should have been made. The Committee, therefore, recommend that responsibility for making payments not covered by the Schedule of rates should be fixed and appropriate action taken against the officers/officials concerned.

41. In connection with the Capital Project, Chandigarh Government undertook to provide land for land to the persons who had been ousted from their lands on account of the building of the Capital. The oustees were to be given land of their choice in Ambala District. For this purpose, 25,563 bighas of land was acquired in 1951-52 (including 1,320 bighas of land taken from the Custodian of the Evacuee property).

Only 22,529 bighas of land were allotted to the oustees on 'land for land' basis. The allotment of the balance of 3,124 bighas of land was not accepted by the oustees, being of an inferior quality. Out of the land thus rendered surplus, 1,637 bighas were then sold by public auction on the 29th December, 1959 leaving 1,487 bighas of land (including the land acquired from the Custodian) valued at Rs. 1.47 lakhs with Government.

The Committee recommend that all the oustees should either be settled on land or given compensation in cash.

42. Certain land in Bajwara village on the outskirts of Chandigarh was acquired by Government in 1951. Since the construction work on this land was not taken up, the vacant land was being used by seven transport companies to park their vehicles. Only two of these were paying rent. To get the land vacated by the transport operations, Government reserved an alternative site near the Grain Market (Sector 26) of Chandigarh.



In September, 1958, Government considered that alternative sites should be auctioned, the auction being confined to the transport operations only. A reserve price was to be fixed to safeguard Government interest against the bidders forming a ring.

In August, 1959 the alternative sites were sold to the above seven companies in Sector 26 with the approval of the Finance Department by negotiation at the rate of Rs. 10 per sq. yd. which had been considered as too low by way of reserve price by that Department in September, 1958. The average price fetched per sq. yd. for commercial sites in various auctions in the same Sector during 1955 to 1960 ranged from Rs. 21'43 to 120'8. The sites sold to other transport companies in the same Sector through open auction in March, 1960 fetched Rs. 20 per sq. yd.

The Committee are of the view that undoubtedly it was the responsibility of the Capital Project authorities to provide suitable sites for transport companies, but the plots should have been sold by auction, as is done in the case of commercial sites. That would have fetched considerably more price to Government. The opinion expressed by the Finance Department in first instance that the plots might be allotted at the rate of Rs. 15 per square yard was more reasonable than the decision of the Capital Project authorities to allot these at the rate of Rs. 10 per sq. yard. This rate is very low as compared to the price of land fetched in the adjoining areas. The site now allotted is nearer the main road than the one originally allotted near the Timber Market.

The Committee recommend that their displeasure be communicated to the officers of the Finance Department and those of the Capital Project Organisation who were responsible for causing loss to the public exchequer.

43. An order for supply of 259 laboratory tables and 656 teak wood stools costing about Rs. 1'10 lakhs required for the Government College at Chandigarh was placed by the Controller of Stores with a registered firm on the 23rd May, 1958 subject to confirmation within five days by the

Executive Engineer, Project Public Health Division No. 1, Chandigarh (consignee). The firm was to supply the goods within three months of the approval of the samples which it was to get approved within ten days of the confirmation of the supply order by the Executive Engineer. In the event of its failure to make the supplies within the stipulated period the Executive Engineer was entitled to make risk purchase and the firm was also liable to any loss of damage which the purchaser might suffer due to delay in delivery.

Due to delay in arranging the supply of the above furniture the building for the College for Men constructed in November, 1959 could be occupied only in October/November, 1960.

The fact that originally an order was placed for a larger number of tables, but that later it was revised to a smaller number in order to keep within the budget estimates has led the Committee to believe that there was no proper planning and the provision of the funds was made arbitrarily. The Committee recommend that responsibility should be fixed and suitable action taken against the defaulters for the following lapses in this case :—

- (i) Failure to pursue the case with the arbitrator.
- (ii) Failure to verify the antecedents of the firm and its capacity to execute the order ; and
- (iii) Failure to get the required security deposit before entrusting the work to the firm.

The Committee further recommend that the final outcome of the case after the announcement of the award by the arbitrator, be intimated to the Committee.

44. Chandigarh Capital Organisation sold by public auction in October, 1953 a site of 4.2 kanals for the construction of a hotel in Sector 22 C, for Rs. 65,000. In November, 1957 the proprietors of the hotel represented to Government that according to the original plan, the area of the site sold was 6.2 kanals and that the area erroneously withheld should be restored to them.

Though in the original plan an area of 6.2 kanals was shown as the site for a hotel, Government maintained that only an area of 4.2 kanals had been advertised in the press for sale, the same area was announced on the spot at the time of auction and also mentioned in the letter of allotment issued to the purchaser in October, 1953. In December, 1958, however, Government sold the additional area of 1.82 kanals for Rs. 6,000.

The then Capital Project Minister had ordered on 17th August, 1958 that the area of 1.82 kanals should be transferred free of cost.

The Department pointed out that the orders regarding the free transfer of the balance of land measuring 1.82 kanals to the applicant would not be legal and that there was no authority under which Government could transfer any part of the land falling in the Capital area to a private individual free of cost. It was further stated that the plot measuring 1.82 kanals had been resumed and the price paid for it forfeited because the condition that the construction should be raised within two years had not been fulfilled.

The plot was resumed three or four days before the day on which the departmental representatives were to appear before the Committee for examination (26th December, 1962).

In the opinion of the Committee, there was no justification for allotment of plot of 472.2 sq. yds. which is situated in the commercial zone, at the lower rate for residential plots. The Committee recommend that the whole matter should be re-examined.

The Committee were pained to note that the action for the resumption of the plot measuring 1.82 kanals was taken only three or four days before the matter was to be taken up by the Committee and it came to the notice of the Department when the Audit para was examined by them. This is a sorry state of affairs. The Committee feel that action should not have been delayed till the Public Accounts Committee fixed a date for examining the

concerned case and recommend that responsibility for this delay should be fixed.

The Committee were astonished to learn from the Department that the Estate Office was not maintaining a consolidated register in regard to plots of land in the Capital. Without such a register, there is possibility of encroachments on Government land. The Committee, therefore recommend that a consolidated register showing the area acquired and disposed of by Government in respect of the Chandigarh Capital should be maintained so that it may be known at a glance as to what sort of building or structure stands on a particular piece of land and which parts still remain to be constructed.

45. On 19th November, 1959, Capital Project Division No. 5, Chandigarh, entered into a contract for the construction of a building which included the use of 3,725 cwt. of R. S. Joists for hoisting the beams. The following were the relevant terms of the agreement:—

- (i) The contract provided for the payment of premium at 2'47 percent over the schedule rates.
- (ii) In relaxation of the usual conditions, the Department agreed not to withdraw any items of works or any part thereof during the currency of the contract without the consent of the contractor except R. C. C. Work.
- (iii) The Department undertook to supply R. S. Joists to the contractor.

In anticipation of the requirements for this work, the Department had been making efforts since June, 1959 to arrange for R. S. Joists. Before the time of the contract, it was clear that R. S. Joists would not be readily available. On 25th November, 1959, it was decided to do the work by substituting R. C. C. beams. This involved a reduction in the quantity of R. S. Joists from 3725 cwt. to 1280 cwt. and the use of additional R. C. C. ....14300 cft. As according to the contractor, the R. C. C. work was less profitable, it was agreed to raise the premium from 2'47

percent to 22½ percent of R. C. C. work. This resulted in extra payment of Rs. 14,894 to the contractor.

The Committee fail to understand why the agreement with the contract was signed before the necessary R. S. Joists had been received. It is felt that on additional R. C. C. work becoming necessary, fresh tenders should have been invited instead of agreeing to raise the premium from 2'47 percent to 22'5 for R. C. C. work. It is surprising that the representative of the Finance Department who was present during the course of negotiations with the contractor failed to raise any objection to this increase in rates but later on objection was raised. The Committee recommend that the Finance Department should examine the whole matter and inform the Committee as to why the increase in rates was first agreed upon but later objected to. If even the Finance Department fail to examine schemes involving increase in expenditure at the appropriate time, the financial interests of the State cannot be safeguarded.

In five Divisions of the Capital Project Chandigarh, it was noticed that the lowest rates offered by contractors in 1954, 1958 and 1960 for the execution of five works were not availed of because the Department failed to accept the tenders within the time limit ranging from 1 to 3 months given in the notices inviting tenders.

48. In November, 1955 an order for the supply of 108 cast iron ventilating columns to the Public Health Division No. II Capital Project, Chandigarh, was placed by the Controller of Stores on the Government Engineering and Foundry Works Centre, Panipat. The supply was to be made within two months of the date of the supply order, after approval of the sample. The supplier sent the sample to be Division in November, 1955. In December, 1955 he sought some modifications in specifications and clarifications about the weight of the columns. The sample was finally approved by the Department in January, 1957 with minor modifications. The supplier refuse to execute the order, the price of iron having gone up in the meanwhile. After

fresh tenders, the supply of the columns was arranged from another firm which resulted in an extra expenditure of Rs. 12,610.

The Committee note with regret that the Department was very slow in taking decisions or replying to correspondence. It should not have taken so long to decide whether the specifications could be modified or not. Similarly, the Department did not move in the matter from June, 1956 to December, 1956 i.e., for about six months.

50. A large number of sites in Chandigarh were temporarily allotted for use by migratory labour, petty businessmen, etc. Even though rent collectors have been functioning for assessment and recovery of rent in respect of these sites, arrears of rent amounting to Rs. 25,359 had accumulated to the end of 31st March, 1962.

The Committee recommend that effective steps should be taken to recover the outstanding amount of rent and monthly abstracts should be prepared regularly so as to watch the outstanding recoveries.

### APPENDIX 3

#### STATEMENT SHOWING PROVISION APPROVED FOR CHANDIGARH CAPITAL PROJECT UNDER VARIOUS SUB-HEADS UPTO THE SECOND PLAN PERIOD.

<i>Sub-head</i>	<i>Provision</i>
1. Land Acquisition and Survey.	Rs. 25,01,000
2. Road and Bridges	Rs. 166,80,000
3. Domestic and Irrigation Water Supply.	Rs. 230,93,000
4. Storm Water Drainage	Rs. 101,50,000
5. Sewerage	Rs. 166,59,000
6. Landscaping	Rs. 25,81,000
7. Electrification	Rs. 44,00,000
8. Civic Works (Schools, Hospitals, Police, Stations, Community Centres etc.)	Rs. 231,63,000
9. Non-residential Buildings (Office Buildings)	Rs. 339,53,000
10. Residential Buildings	Rs. 670,96,000
11. Dam Across Sukhna Choe (Creation of a lake for raising subterranean water level, recreation purpose etc.)	Rs. 98,00,000
12. Tools and Plant	Rs. 3,50,000
13. Maintenance	Rs. 46,69,000
14. Research	Rs. 4,00,000
15. Tools and Plant (Building Machinery)	Rs. 44,00,000
16. Revolving Fund (Buildings to be built for sale to public in the interest of development of the town)	Rs. 25,00,000
17. Publicity	Rs. 4,00,000
18. Establishment Charges	Rs. 227,97,000
19. Unforeseen charges.	Rs. 20,46,000
20. Loss on Stock	Rs. 1,00,000
Total	Rs. 25,37,38,000

#### APPENDIX 4

### PUNJAB ACT NO. XXVII OF 1952 THE CAPITAL OF PUNJAB (DEVELOPMENT REGULATION) ACT, 1952.

4.(1) For the purpose of proper planning or development of Chandigarh, the State Government or the Chief Administrator may issue such directions, as may be considered necessary, in respect of any site or building, either generally for the whole of Chandigarh or for any particular locality thereof, regarding any one or more of the following matters, namely :

- (a) Architectural features of the elevation or frontage of any building.
- (b) Erection of detached or semi-detached buildings or both and the area of the land appurtenant to such building :
- (c) The number of residential buildings which may be erected on any site in any locality ;
- (d) Prohibition regarding erection of shops, work-shops, ware-houses, factories or buildings of a specified architectural character or buildings designed for particular purposes in any locality.
- (e) Maintenance of height and position of walls, fences, hedges or any other structural or architectural construction.
- (f) Restrictions regarding the use of site for purposes other than erection of buildings.

5. (1) No person shall erect or occupy any building at Chandigarh in contravention of any building rules made under sub-section (2).

(2) The State Government, may, by notification in the official *Gazette*, make rules to regulate the erection of



buildings and such rules may provide for all or any of the following matters, namely :

- (a) The materials to be used for external and partition walls, roofs, floors stair cases, lifts, fire places, chimneys and other parts of a building and their position or location or the method of construction.
- (b) The height and slope of the roofs and floors of any building which is intended to be used for residential or cooking purposes.
- (c) The ventilation in, or the space to be left about, any building or part thereof to secure a free circulation of air or for the prevention of fire.
- (d) The number and height of the storeys of any building.
- (e) The means to be provided for the ingress or egress to and from any building.
- (f) The minimum dimensions of rooms intended for use as living rooms, sleeping rooms, or rooms for the use of cattle.
- (g) The ventilation of rooms, the position and dimensions of rooms, or projections beyond the outer faces of external walls of a building and of doors or windows.
- (h) Any other matter, in furtherance of the proper regulation of erection, completion and occupation of buildings.
- (i) The certificates necessary and incidental to the submission of building plans, amended plans and completion reports.

Any person aggrieved by an order of the Estate Officer made under sections 8 and 9 may, within thirty days of the date of the communication to him of such order, prefer an appeal to the Chief Administratory in such form and manner as may be prescribed.

Provided that the Chief Administrator may entertain the appeal after the expiry of the said period of thirty days

if he is satisfied that the appellant was prevented by sufficient cause from filing the appeal in time.

2. The Chief Administrator may after hearing the appeal, confirm, vary or reverse the order appealed from and may pass such orders as he deems fit.

3. The Chief Administrator may, either of his own motion or on an application received in this behalf, at any time call for the record of any proceeding in which the Estate Officer has passed an order for the purpose of satisfying himself as to the legality or propriety of such order and may pass such order in relation thereto as he thinks fit.

Where a person is aggrieved by any order of the Chief Administrator, deciding a case under subsection (2) or subsection (3) he may, within thirty days of the date of communication to him of such decision, make an application in writing to the State Government for revision against the said decision ; and the State Government may confirm, alter or rescind the decision of the Chief Administrator..

If it appears to the Chief Administrator that it is necessary or expedient to preserve or plant trees generally or of specified kind in Chandigarh, he may, by notification in the official *Gazette* make an order (hereafter referred to as the Trees Preservation Order) with respect to trees generally or such kind of trees as may be specified in that order.

12. If it appears to the Chief Administrator that it is necessary or expedient to restrict or regulate the display of advertisements in Chandigarh, he may, by notification in the official *Gazette*, make an order (hereafter referred to as the Advertisements Control Order) restricting or regulating the display of advertisements.

13. Any person who contravenes the provisions of sub-version (2) of section 4 or section 6 shall, on conviction, be punishable with fine which may extend to five hundred rupees and to a further fine which may extend to twenty rupees for each day during which the offence is proved to have continued after the first day.

14 (1) If any person contravenes any provision of the Trees Preservation Order or of the Advertisements Control Order, he may, on conviction, be punishable with fine which may extend to five hundred rupees and whoever after having been convicted of the contravention of any provision of either of the said Orders continues to contravene the said provisions, shall on a subsequent conviction, be punishable with fine, as aforesaid and to a further fine which may extend to twenty rupees for each day of continued contravention after the previous date of conviction.

15. Except as otherwise provided for in this Act, any contravention of any of the rules framed thereunder shall be punishable with fine which may extend to five hundred rupees, and in the case of continuing contravention, with an additional fine, which may extend to twenty rupees for each day during which such contravention continues after the first conviction.

Provided further that the Chief Administrator may, instead of requiring the alteration or demolition of any such building, accept by way of compensation such sum as he may deem reasonable.

16. No architect or engineer who does not possess the qualifications as detailed in the Schedule appended to this Act, shall be considered as duly qualified.

19. No order made by the State Government or any authority in exercise of any power conferred by or under this Act shall be called in question in any court.

21. (a) The State Government may by order direct that any power exercisable by it under this Act shall be exercisable, subject to such conditions, if any, also by such officers subordinate to the State Government as may be specified in the order.

(b) The Chief Administrator may delegate all or any of his powers under this Act to any officer of the State Government, subject to such conditions, if any, as may be specified by the Chief Administrator.

22. The State Government may, by notification in the official Gazette, make rules for carrying out the purposes of this Act.

## APPENDIX 5

### PUNJAB ACT NO. 37 OF 1957 THE CAPITAL OF PUNJAB (DEVELOPMENT AND REGULATION) AMENDMENT ACT, 1957.

Be it enacted by the Legislature of the State of Punjab in the Eighth Year of the Republic of India as follows :

2. After Section 7 of the Capital of Punjab (Development and Regulation) Act, 1952 (hereinafter referred to as the Principal Act), the following section shall be inserted namely :

“A. Power to apply certain provisions of Punjab Act III of 1911 to Chandigarh—(1) The Chief Administrator may from time to time by notification in the official *Gazettee*, and with the previous approval of the State Government, apply to Chandigarh or any part thereof, with such adaptations and modifications not affecting all substance as may be specified in the notification all or any of the provisions of the Punjab Municipal Act, 1911 specified in the Second Schedule appended to this Act in so far as such provisions are not inconsistent with the provision of this Act.

(2) On the issue of a Notification under subsection (1) the Chief Administrator shall, in relation to Chandigarh or any part thereof, as the case may be, exercise the same powers and perform the same functions under the provisions applied by such notifications as a Municipal Committee or its President or Executive Officer or any other functionary of the Committee would exercise and perform if Chandigarh were a Municipality of the first class.

(3) While exercising the powers or performing the functions under the provisions of the Punjab Municipal Act, 1911, applied to Chandigarh by a notification under

subsection (1), the Chief Administrator shall be subject to the control of the State Government and not to that of the Commissioner or Deputy Commissioner.

(4) The State Government may from time, by notifications in the Official Gazettee, omit any provisions of the Punjab Municipal Act, 1911 from the second Schedule or add thereto, any other provision of that Act.

(5) Every notification made under sub-section (1) shall be laid before each House of the State Legislature for a period of fourteen days as soon as possible. In Section 16 of the Principal Act, for the words "the Schedule" the words the "First Schedule" shall be substituted.

(6) The Schedule appended to the Principal Act shall be styled as the First Schedule and thereafter the following shall be appended as the Second Schedule, namely :

## THE SECOND SCHEDULE

(See Section 7A)

(Provisions of the Punjab Municipal Act, 1911)

Sections 93 to 95, 106, 107, 108, 110 to 112, 121 to 124, 125 to 131, 141 to 150, 151 to 153, 154 to 157, 167 to 168, 173, 188, 197, 197 A, 199, 200, 201, 202, 203, 206, 208, 209, 210, 211, 212, 213, 214, to 223, 224, 225 to 227, 228 to 230, 232, 234, 236, 239 and 240.

## APPENDIX 6

### BYE LAWS ISSUED BY THE CHIEF ADMINISTRATOR

1. Control and Regulation of Handcarts.
2. Animal Drawn vehicles.
3. Stable and cow houses.
4. Burial and burning grounds at Chandigarh.
5. Registration Control of Dop.
6. Regulation of Dhobi Ghat.
7. Inspection of Control of Bakeries.
8. Import and sale of Fish and licensing of premises thereof.
9. Sale of meat.
10. Piggry at Chandigarh.
11. Regulation and Control of Ice factories—Ice Candy factory.
12. Sale of ice and aerated water.
13. Water supply byelaws.
14. Cycle-Rikshaws (Regulation and Control).
15. Regulation of Hawkers.
16. Registration of birth and Death.

## APPENDIX 7

### PRICE OF DETAILED WORKING DRAWINGS

#### WORKS

VIII costing Rs. 20,000	Rs. 60
IX costing Rs. 16,000 10 M	Rs. 60
X costing Rs. 9,600 7½	Rs. 40
XI costing Rs. 7,500 7½ M	Rs. 40
XII costing Rs. 6,000 7½ M	Rs. 40
XIII costing Rs. 3,250 5 M	Rs. 20

## APPENDIX 8

### NOTIFICATIONS REGARDING DELEGATION OF POWERS

(a)

Capital Administration

*The 4th September, 1954*

No. C-7536-54/IV/5413. Shri K. L. Kapur, Deputy Secretary to Government, Punjab and Administrator, Capital Project, is hereby appointed Estate Officer under the Capital of Punjab (Development and Regulation) Act, 1952.

NAWAB SINGH,  
Secretary to Government, Punjab  
Capital Project.

(b)

Capital Project

*The 27th July, 1954*

No. C-6370-54/IV/4618. In exercise of the powers vested in the Chief Administrator, Capital Project, under subsection (2) of section 21 of the Capital of Punjab (Development and Regulation) Act, 1952, I hereby delegate powers of the Chief Administrator under section 6 of the said Act to the Administrator, Capital Project.

NAWAB SINGH,  
Chief Administrator.

(c)

Capital Project

*The 26th February, 1951*

No. C-1586-54/IV/1654. In exercise of the powers conferred on the Chief Administrator, Capital Project, under subsection (2) of section 21 of the Capital of Punjab. (Development and Regulation) Act, 1952, I hereby delegate powers of the Chief Administrator under section 15 of the said Act to the Administrator, Capital Project.

NAWAB SINGH,  
Chief Administrator, Capital Project.



(d)

## Capital Project

*The 6th January, 1954*

No. C-64-54/IV/73. In exercise of the powers conferred on the Chief Administrator under subsection (2) of section 2 of the Capital of Punjab (Development and Regulation) Act, 1952, I hereby delegate powers of the Chief Administrator under sections 11, 12, 16, 17 and 18 of the said Act and under rules 5, 18 and 85 of the Punjab Capital (Development and Regulation) Building Rules, 1952, and the Chandigarh Trees Preservation Order, 1952, made thereunder, to the Administrator Capital Project, Chandigarh.

NAWAB SINGH,

Chief Administrator, Capital Project.

(e)

## Capital Administration

*The 12th August, 1958*

No. C-7740-53/IV/4899. S. Nawab Singh I.C.S. Secretary to Government, Punjab, Capital Project, is hereby appointed Chief Administrator under the Capital of Punjab (Development and Regulation) Act, 1952.

NAWAB SINGH,

Secretary to Government, Punjab,  
Capital Project.

(f)

## Capital Administration

*The 12th August, 1958*

No. C-7740-53/IV/4900. Shri B. B. Vohra, I.A.S. Deputy Secretary to Government Punjab and Administrator, Capital Project is hereby appointed Estate Officer under the Capital of Punjab (Development and Regulation) Act, 1952

NAWAB SINGH,

Secretary to Government, Punjab,  
Capital Project.

## APPENDIX 9

No....., Dated, Simla, the.....195 .

Registered A.D. OFFICE OF THE ESTATE OFFICER,  
CHANDIGARH CAPITAL PROJECT.

To.....

.....

.....

SUBJECT : Allotment of residential plots at Chandigarh  
Capital site.

### MEMORANDUM

Reference your application, dated.....for.....  
Kanals/Marlas site.

Plot/Plots as detailed in the margin has/have been allotted to you/your group. The approximate area of plot plots and price thereof, given in the margin, are subject to adjustment according to actual measurement at the time possession is given. Ten percent extra has been charged for preferential plots which have been indicated by letter 'P' within brackets. Rs..... remitted by you as earnest money with your application will be adjusted against the first instalment of 25 per cent, leaving a balance of Rs..... which may be remitted by a Cheque or Demand Draft on any Scheduled Bank at Simla, within 30 days of the receipt of this allotment letter. In case of failure to deposit the said amount, the allotment shall be cancelled, the initial payment of 10 percent of the sale price shall be forfeited to Government and you shall have no claim to any damages.

2. It is a corner plot and there is a possibility of reduction in its area as a result of the determination of the area required for road crossing.

3. You should intimate by..... whether you accept or not this allotment. In case no intimation is received by this date, it would be presumed that you accept this allotment.

4. The particular plots allotted to various persons constituting the group, as mentioned in the margin, may be changed inter se the member of the group by mutual agreement between the members of the group, and changes in the allotment would be made accordingly if these changes are intimated by registered post so as to reach the undersigned by..... If no intimation is received by the above-mentioned date, the allotment made in this letter shall be considered as final.

5. Irrespective of the number of owners, only one residential building unit shall be allowed to be constructed on a plot, and no fragmentation thereof shall be permissible.

Sd/—

Estate Officer,  
Chandigarh Project, U. S. Club, Simla.

# APPENDIX 10

## APPROPRIATION ACCOUNTS FOR 1960-61 GRANT No. 35.

### EXPENDITURE ON THE NEW CAPITAL OF PUNJAB AT CHANDIGARH.

Major Head	Final grant Rs.	Actuals Rs.
79.5		2554
Civil Works Charged		To satisfy on award given as a judicial degree.
Total	2,16,09,520	2,14,46,441
79 X Tools & Plants	67,000	60,569
79 Y Suspense	30,00,000	37,23,457
79A Establishment charges		
79A.2 Chief Engineer	17,64,650	17,69,521
79A.3 Architectural Staff	3,11,200	3,27,610
79A.4 Special Officers	3,95,800	3,69,506
79A.5 Irrigation Staff	3,530	3,985
79A.6 Research Staff		650
79A.7 Medical Staff	3,58,620	3,52,090
79A.8 Charges in Expand	1,840	
Total	2,15,11,800	2,06,39,467

## APPENDIX 11

### COMPOSITION OF CAPITAL PROJECT BOARD

1. Chief Minister.
2. Finance Minister.
3. Excise, Taxation and Capital Minister.
4. Shri P. N. Thapar, Vice Chancellor, Agricultural University, Chandigarh.
5. Shri M. S. Randhawa, Advisor (Resources) Planning, Commission.
6. Shri P. L. Verma, Member, Union Public Service Commission.
7. Dr. A.C. Joshi, Vice Chancellor, Panjab University.
8. Secretary to Government, Punjab, Finance Department.
9. Secretary to Government, Punjab, Capital Project.
10. Mons. Le. Gorbuisier, Architectural Adviser, Punjab.
11. Chief Engineer, Capital Project.
12. Chief Architect and Town Planning Adviser, Punjab.
13. Shri Gurdit Singh, M.L.C.

The Chandigarh Capital Project Control Board, was set up by the Government vide their Notification No. 16978-57/V/13435, dated 7.12.1957.

## APPENDIX 12

### ADMINISTRATIVE SET-UP AT WASHINGTON

Washington, D. C. is the capital of the United States. The District of Columbia is co-extensive with the capital city. It was in 1783 shortly after the peace with Britain that the Federal Government felt the need for a home for itself. The Continental Congress, the predecessor of the United States Congress, then holding its session at Philadelphia, debated at length on the choice of a site for a permanent capital, as well as that of a temporary meeting place.

The first officially recorded mention of a specific location for the capital appears in the *Journals of the Continental Congress*, Volume 35, where it is stated that on October 17, 1763, a motion "Resolved that buildings be likewise erected for the use of the Congress at or near the lower falls of the Potowmack or Georgetown" was debated upon. The motion also included the first proposal, in Congress, for the surrender by the states of territorial jurisdiction over the site of the capital.

On July 16, 1790, at a session in New York, the Congress passed an Act, in accordance with which the "Territory of Columbia" was established and the Federal City laid out. The Act directed that the Territory, not exceeding ten miles square, should be located on the river Potomac "at some place between the Eastern Branch and Cannogocheague." The Act also provided that "on the said first Monday "on December 1800, the seat of the government of the United States shall.....be transferred to the district and place aforesaid."

The Act authorized the President (George Washington) to appoint three Commissioners who, under his authority, would survey and define the territory, purchase or accept

the necessary lands, and provide suitable buildings for the public offices of the United States.

President Washington appointed as Commissioners ; Thomas Johnson ; Daniel Carroll and Dr. David Stuart. On January 24, 1791, the President issued a proclamation from Philadelphia concerning the survey of "Ten Miles Square" for the new Federal district and directed the Commissioners to proceed forthwith with the work and to make a report to the President.

The Commissioners set to work straightaway. The territory selected by them covered exactly ten miles square laid obliquely with the compass across 69'25 square miles ceded by the Maryland State (known at one time as the County of Washington) and 30'75 square miles ceded by the Virginia State (known as the Country of Alexandria). It included Georgetown, Maryland, one of the earliest trading centres on the continent. Years later in 1846, the tract of land ceded by Virginia was returned to that state on request Virginia was dissatisfied that all the government buildings had been built on the Maryland side of the Potomac.

The actual site of the Federal City as finally laid out then covered only a little over a tenth of the original District. President Washington assigned the work of planning the capital to Major Pierre Charles L'Enfant, a young French engineer. The beautiful city of Washington is the result of L'Enfant's remarkable foresight. It is worth mentioning here that the United States is the first country in the world to plan a city exclusively as the seat of her government.

Today, the District of Columbia covers 69'25 square miles, although many Federal office buildings have been erected in nearby Virginia and Maryland. From 14,093 in 1800, when the Congress held its first session there, the population had increased to 763,956 in 1961.

The residents of the District of Columbia, as such, are not entitled to vote on municipal matters. However, persons resident in the District on account of their holding

government positions, do not lose their voting rights in the states. As residents of the states, they are entitled to exercise their franchise in accordance with the laws of those states. Residents of the District may now vote in the election for the President and the Vice President.

Under legislation passed by the Congress in 1878, the District of Columbia is administrated by three Commissioners, two of whom must be residents of the District and the third an officer of the U. S. Army Corps of Engineers. Those Commissioners are the District's chief executive officers. Two of the Commissioners are appointed by the President with the concurrence of the Senate, while the Presidents nominates the third member on his own.

The Congress legislates for the District of Columbia. It derives its revenue from real estate, income and personal property taxes, grants and licences. The revenue goes into the United States Treasury and the appropriations are made by the Congress on the basis of the estimates prepared by the Commissioners. The United States Treasury audits the accounts of the District. The administration of the District is supervised by two Committees of the Congress ; one elected by the Senate, another by the House of Representatives.

Almost alone among the world's great cities Washington is virtually without industries. Its sole business is government, and serving the people who work for the government. As a consequence, Washington is clean and shining, with broad streets, many trees, and dozens of Parks.

Such then is the District of Columbia, the headquarters of a great democracy, with its beautiful highways, its museums, galleries and memorials, and its 25 institutions of higher learning. Aptly enough, its motto is *Justitia Omnibus* or Justice to all.

Washington has two airports, 276 miles of bus routes and five universities. It has beautiful highways, museums and art-galleries recognised as places of great distinction all over the world.



Various forms of government have been tried at Washington including a Mayor and Common Council, a governor and finally a legislature and a Board of three Commissioners since 1874. The administrative duties are divided among the three commissioners by mutual understanding through the Commission transacts its business as a Board of three. Naturally the recommendation of the Commissioner in immediate charge of the matter under consideration plays the decisive role in the decision of the Board.

## APPENDIX 13

### CANBERRA, THE FEDERAL CAPITAL OF AUSTRALIA

'Canberra is unique among the cities of Australia in having grown purely as a government centre in being deliberately conceived to fulfil a specific function.' The Commonwealth of Australia Act, 1901 which created a federal government in Australia provided that 'the seat of the Government of the Commonwealth shall be determined by the Parliament and shall be within territory which..... shall be vested in and belong to the Commonwealth and shall be in the state of New South Wales, and distant not less than one hundred miles from Sydney.' A 'battle of sites' went on raging for ten years before the Federal Government and New South Wales agreed on Canberra by passing necessary legislation for the purpose towards the end of the year 1909. In January, 1911, the Commonwealth took possession of the territory, some 910 square miles in area with a rectangle covering 20 square miles where the capital city was to be established. The task of 'developing the territory as the seat of government' was now placed under the administrative control of the Minister for Home Affairs and the Secretary of the Home Department. Under them the Director-General of Works and Director of Commonwealth Lands worked on the spot.

The population of the entire Territory stood at 1714 in April 1911. Designs for the city were called for from all over the world ; the design accepted would win £ 1750. A futile battle of designs left the task of preparing the design to a departmental board. On 12 March, 1913 the foundation stone of the commencement column was laid and the capital was named Canberra. The Secretary Home

Department now became the Resident Administrator of the Territory. The departmental plan was thrown into the dustbin and Griffin whose design had won the first prize was nominated Federal Director of Designs and Construction in October, 1913. For two years, the hostility of the Resident Administrator and the Commissioner of Works prevented Griffin from doing any useful work but a new government of the Commonwealth gave him necessary powers to carry through his plans and designs. But the World War I now hampered further progress. Griffin was found to be a difficult man to work with and his services were terminated in 1921. A Federal Capital Advisory Committee appointed early in 1921 was soon asked by the government to make plans for developing the capital as Griffin had planned it after a survey of the area on the spot.

In 1924 a statutory Federal Capital Commission consisting of a Chief Commissioner and two Commissioners was appointed and charged with the task of developing Canberra as the federal capital. In November 1925, the Griffin plan was gazetted, Parliament having already legislated that any departures therefrom would require its approval. It was decided to have a legislative chamber ready for Parliament's meeting in Canberra in 1926. The Commission boldly faced its task and assumed responsibility for carrying out its functions through its own agencies rather than rely upon the departments which had usually failed to serve the needs of the proposed capital. The Commission further assumed law-making and administrative functions in the Territory. It was soon vested with powers to provide public instruction and education, maintain a police force, provide transport services and conduct hotels and boarding houses.

On 9 May, 1927 the Parliament House was opened. This was accompanied by the transfer of a large part of federal administration to Canberra. The capital was now made.

Popular agitation led to one of the three Commissioners being elected by adult residents of Canberra and occupiers

of premises paying £15 or more in annual rent. The first elected Commissioner took office early in 1929 but the bickerings that now followed led to the abolition of the government by Commissioners in 1930 when the administration and development of Canberra was vested in the Departments of Health, Works, Law and Home Affairs. A Civil Administrator was placed in the charge of the capital with an Advisory Council of seven, including three residents elected every year. Their term of office was increased to two years before the second election could take place.

A University College, the forerunner of the National University, was set up in 1930 when some other scientific institutions were also set up. The thirties saw some building activity but the delays in fulfilling the promises held out to the private lessees in the first auction of sites made many people sceptic. In 1938 a new advisory committee was appointed including at least three non-official experts and authorised to make recommendations on all matters concerning the development of the capital. The outbreak of the World War II put Canberra in the shade as it became one of the three seats of federal government.

The post-war period did not improve the matters much. In 1948 Canberra was allowed to elect a member to the House of Representative who could however participate in matters concerning the capital territory alone. An Advisory Council soon followed. By 1952 it had 5 elected members against 4 nominated members. But the work progressed so slowly that an inquiry committee appointed by the Senate could report in September that the work of carrying through the development of the capital had still to be taken in hand seriously. In October 1957 a National Capital Development Commission of three was created to undertake and carry out the planning, development and construction of the city of Canberra as the national capital of the Commonwealth. A Planning Committee of eight with the Capital Commissioner as its chairman was also set up to assist the Commission. The first Commission

started functioning in March, 1958. A joint committee of the Senate and the House consisting of nine members was set also set up to advise the Minister of Interior on all matters referred to it. The Advisory Council had by 1962 eight elected members as against four nominated. One of the Commissioners now attends its meetings and serves as a link between the Council and the Commission. The development Commission at present performs no administrative duties.

The population of Canberra at present stands at about 70,000. All the buildings needed for a capital have not yet been completed. Parliament and larger parts of the administration are still housed in provisional buildings, though it is hoped to complete their permanent homes by 1967.

## APPENDIX 14

### BRASILIA, CAPITAL CF BRAZIL

Of the capital cities planned to serve the needs of a federal government, Brasilia in Brazil forms the most successful example. Planned in 1956, it was occupied in 1960. In 1957 its population numbered 4000 only though 400,000 workmen were busy making the dream of its architect, Lucis Cosia, come true. The population soon after its occupation by the federal government had arisen to 141,472. In 1963 it was estimated to have reached near about 200,000 people.

## APPENDIX 15

### RULES FOR THE GRANT OF LOANS FOR HOUSE BUILDING UNDER THE STATE HOUSE BUILDING LOAN SCHEME

1. These rules shall be called "Rules for the grant of loans under the State House Building Loan Scheme" and shall be applicable to Chandigarh.

2. All persons whose income does not exceed Rs. 15,000 per annum shall be eligible for a loan under this scheme.

3. No applicant who already owns a house anywhere in India in his own name or in the name of his wife/husband/minor children or any dependent relative shall be eligible for a loan under this scheme.

4. (a) No loan shall be granted to an applicant unless he possesses a site at Chandigarh and has executed the necessary conveyance deed in respect of the site, with the Estate Officer.

(b) No loan shall be granted to an applicant if he or his wife or husband or a minor child has already got a loan under any other scheme sponsored by the State Government or Government of India for loans for house building.

5. The amount of loan shall be limited to 80 per cent of the estimated cost of construction of the house excluding the cost of developed land, subject to a maximum of Rs. 16,000 in each case.

6. A person desirous of taking loan under this Scheme shall make an application in form H.B.L.I. to the Estate Officer, Capital Project. All such applications shall be entered serially in a register to be maintained by the Estate Officer according to the chronological order of the

receipt of applications. Loan shall be sanctioned in the order of priority determined by this register.

Pending applications shall also be treated in similar manner.

No application shall be entertained unless the building plan has been sanctioned.

7. (a) The Estate Officer shall scrutinize the building plans and the specifications and the estimate of the house before the loan is sanctioned to the applicant.

(b) The Estate Officer before sanctioning a loan shall satisfy himself that the applicant has a clear and unencumbered title to the site on which he proposes to construct a house.

(c) The site and the house to be constructed on it shall be mortgaged to the Governor of Punjab in form HBL-2 on stamped paper of proper value. The security-cum-mortgaged deed shall be registered in the office of the Honorary Sub-Registrar, Chandigarh, before the loan is sanctioned.

8. (a) The total amount sanctioned shall be placed in a joint current account in the name of the Estate Officer and the applicant in State Bank of India, Chandigarh.

(b) The loan shall be released in instalments as follows :—

- (i) 1st instalment of 30 ... On completion of the per cent of loan. ... building up to the plinth level.
- (ii) 2nd instalment equal... On laying of all the to 50 per cent of the... roofs.  
total amount of the loan.

*Note ;—* In the case of a single storeyed building the instalment of 50 per cent will be released when roof has been laid. In the case of double-storeyed building also, this instalment shall be admissible when the roof on the ground floor has been laid.

- (iii) 20 per cent of the ... On completion of the total amount of entire building and on loan. the production of a completion certificate.



9. The applicant shall maintain a regular and complete account of the expenses incurred. Such accounts shall be open to inspection by the Estate Officer or any other officer authorised by him.

10. The loan shall be repaid with interest in 15 years in 30 half-yearly equated instalments, the first instalment commencing one year after the date of payment of the loan, namely, the date on which the loan amount is placed in a joint account with the State Bank of India. The first instalment shall comprise of two six-monthly/equated instalments.

11. The loan shall carry interest at the rate of 2 per cent P.A., unless this rate is varied by Government. The interest shall start accruing from the date of the loan is placed in the joint account in the State Bank of India, Chandigarh.

12. The Estate Officer, Capital Project, Chandigarh, shall have the right to operate the joint current account by himself when he is satisfied that the borrower has failed to comply with any of the conditions of the loan or when he is satisfied that the loan is being misused.

13. The borrower shall complete the construction of the house within one year from the date the loan is placed in the joint current account. He shall obtain a completion certificate within this period of one year.

Provided that this time limit may be extended by the Estate Officer, if he is satisfied that failure to complete the house within this period was due to causes beyond the control of the applicant.

14. In the event of a borrower failing to repay any instalment on the due date, he shall be liable to be evicted from the house by due process of law and the Estate Officer may take possession of the house or otherwise dispose it of in exercise of its right as mortgagee.

15. The house erected with the aid of a loan shall be used for residential purposes only.

16. Except with the sanction of Government, the borrower shall not transfer by way of sale, gift, mortgage or

otherwise the land or the house erected on it or any right, title or interest in the house or the site till such time as the full amount of the loan and the interest has been paid to the Government.

17. In the case of death of a borrower, the successors who will legally inherit the property of the borrower shall be liable to repay the loan with interest and shall be bound by all the conditions on which the loan was issued.

18. Should any doubt or dispute arise regarding the application or interpretation of these rules, the matter under doubt or dispute shall be referred to the Secretary to Government, Punjab, Capital Project, whose decision shall be final and binding on the parties.

CHANDIGARH :

B. B. VOHRA, I.A.S.,

Dated : 2nd May, 1962.      Secretary to Government, Punjab,  
Capital Project.

## APPENDIX 16

### MEMBERS OF THE ALLOTMENT COMMITTEES

(1)

Financial Commissionar (Chairmen)  
Home Secretary  
Finance Secretary  
Secretary, Capital Project.  
Chief Engineer, Capital Project (Secretary).

(2)

Chief Engineer (Chairman).  
Under Secretary, Revenue.  
Assistant Secretary, Finance.  
Registrar, Irrigation and Building.  
Assistant Secretary, Capital Project.  
Executive Engineer, Construction, Capital Project.  
(Secretary).

## APPENDIX 17

### CHANDIGARH CAPITAL PROJECT

Upto 31 March, 1963 ten thousand five hundred and seventy three plots had been sold for Rs. 6,51,63,271. Three thousand eight hundred and fifty seven houses had been built and 1000 more were under construction. To encourage building of houses, Rs. 5,42,18,900 was advanced to 4494 loanees upto 31 March, 1963.

In the year 1962-63, land for industrial sites was sold by auction for Rs. 28,11,000 and by negotiation for Rs. 2,07,80,000. The sale of house sites by auction brought in Rs. 1,72,66,200.

Rs. 76,32,700 was advanced as loans for building houses in 1962-63 and Rs. 35,00,000 was made available in the year 1963-64 for this purposes.

## APPENDIX 18

### BHUBANESHWAR, THE NEW CAPITAL OF ORISSA

Bhubaneshwar, the New Capital of Orissa seems at present to have been built primarily to serve the administrative needs of Orissa Government. When Orissa became a separate province in 1936, Cuttack, already the Headquarters of the Orissa Division of Bihar and the most important city in the new Province, became the capital. It was a small province of six districts only living on Central doles and it was impossible to think of embarking on an ambitious project of building a new capital. When independence came the territories of the ruling princes and chiefs stood merged with the old province and it came to consist now of 13 districts rather than 6. With a population of about 15 millions and an area converging 60, 136 square miles, this new unit of the Dominion of India became viable.

It was soon discovered that Cuttack could not expand enough to serve the administrative purposes of the capital of a democratic government. The two rivers within which it is situated set limits to its expansion. Bhubaneshwar, already a place of pilgrimage, attracted a large number of visitors every year. Close to it were uninhabited and barren areas, going by various names in government records, but mostly government property with pockets of land in private possession here and there. The land had only to be cleared ; acquisition of the pockets could not cost much. Bhubaneshwar has a pleasant climate. Ample water supply was assured from the river nearby. Already on the Madras-Howrah railway, it was well connected with the rest of India. Plans for developing roads and building bridges on the highways soon promised to bring it in contact with all the district headquarters in the province. An excellent air-port with a concrete runaway, large enough to

serve as an international air-port, lay in the immediate neighbourhood. The Hirakud Dam could easily supply power. Puri lay 30 miles on the sea coast. Cuttack was only 20 miles on an all-weather road so that shifting of capital in instalments to Bhubaneswar would pose no difficult problem in communications between the two capitals.

The Government of Orissa was lucky in securing the service of Dr. Otto. H. Koenigsberger, then serving as the Director of Housing with the Government of India, for drawing up a plan. He submitted his Master-plan on December 1, 1948, dealing with all the aspects of the proposed capital, complete with the draft of a bill for providing for the planning and control of the development of towns in Orissa.

His draft of the bill was quietly dropped, but otherwise his Plan was accepted. It was decided to build Bhubaneswar in 6 'neighbourhood' units of about 5000 people each. Rightly he rejected the idea of building multi-storied residential flats in favour of ground floor structures so far as the low-income groups—clerks, non-gazetted officers, technicians, peons, artisans and workers were concerned. The houses for higher income groups have some rooms on the first floor. The public buildings, the Secretariat, the Assembly Hall, the Administrative Buildings, the Museum and the Rabindra Mandap are multi-storied. Residential accommodation has been provided in closely spaced houses with ample provision for publicly maintained open space. Most of the houses have been constructed in rows of 8 or 10, some are built as twins and only the houses in highest category stand independently constructed in modest gardens.

Bhubaneswar at present covers 13.7 square miles. A notification issued in 1962 intends to extend the area so as to cover 26 square miles, As Dr. Koenigsberger had foreseen, in the absence of the legislation to control development the use of the land outside Bhubaneswar has gone its haphazard way and it has now been decided to control a much bigger area.

By now the entire Secretariat has moved up to Bhubaneswar except the Vigilance Department which is still at Cuttack. Most of the operating agencies have also been moved though all are still not housed in habitations of their own. The one-member Board of Revenue, the Director of Land Records, the Bureau of Statistics and Economics, the Commissioner of Commercial Taxes, Directorates of Public Instructions, Fisheries, Industries, Veterinary and Animal Husbandry, the Chief Conservator of Forests, the Labour Commissioner, the Inspector General of Police, the Controller of State Transport, the Commissioner of Wakf and Hindu Religious Endowments, the State Finance Corporation and the Marketing Corporation are still at Cuttack. The High Court, the Advocate General, and the Public Service Commission also continue to function at Cuttack. To move the operating agencies from Cuttack to Bhubaneswar and to house those already at Bhubaneswar in hired buildings or in buildings built to serve other purposes, it is proposed soon to build an eight-storied building. Some other public buildings also have yet to be provided for, among them a jail.

Some cultural institutions have their headquarters at Bhubaneswar. The Department of Cultural Affairs—probably the only one of its kind in the States—has a Museum and an Art Gallery. The Utkal Sahitya Academy draws lovers of Oriya literature occasionally to Bhubaneswar. The Rabindra Mandap and Vallabhbhai Patel Hall provide a home for cultural activities and conferences. The Tribal Welfare Department maintains a Tribal Research Bureau and a Museum and may occasionally get interested in preserving vestiges of a culture threatened with extinction. The State Library bids fare to become a rich collection of useful books.

Educational institutions include the Utkal University which has already started post-graduate teaching and research in some Art subjects and would soon have necessary facilities for scientific work. The Agricultural and Technological University would, besides teaching and re-

search, take over a part of the extension work from the Department of Agriculture. Not only is this institution the only one of its kind in India, combining Agriculture and Technology, but Bhubaneswar has the unique distinction of having two Universities in one place. A Science College, A Veterinary College and a Regional College of Education provide further facilities for higher education. The Sainik School, the Stewart School and St. Joseph's Convent are intended to provide 'public school' type of education. A Secretariat Training Institute, an Accounts School, a Mukhya Sevak Talim Kendra, and a Gram Sevak Talim Kendra provide 'service' training. A Home Economics Centre imparts training in domestic sciences.

Bhubaneswar has a civil aerodrome. Land for a military cantonment measuring 8910 acres has been acquired and work thereon may soon begin. The Flying Club makes possible the raising of an Air Auxiliary Force possible.

An industrial area near the railway line so as to make provision for sidings possible, has already been set aside. The State has started a State Factory for the production of agricultural implements. Some consumer industries—an ice factory, a saw mill and a rice-husking mill—have already sprung up. The State has set up a Poultry Farm of its own. A cable factory has also been established. As the rich resources of the State start being utilised, the industrial area is bound to grow and additional site has already been marked off for the purpose on the other side of the railway line. Some of the industrial and commercial enterprises of the State—and even from outside the State—have their registered offices at Bhubaneswar or are maintaining regional representatives here.

The Union Government has located some of its agencies working in the State here. There is a Zonal Director of Khadi Commission, an Assistant Commissioner of Scheduled Castes and Tribes, a Planning Officer, and an Experimental Project for Tube-well Irrigation, besides other Union functionaries to be found in most of the States. A Regional (Union Government) Press will soon be located

here to serve the eastern States.

The Government House on a rising site dominates the city and confronts the Secretariat and the Assembly at the other end. Residential accommodation in eight categories has been provided for about five thousand public servants. Additional accommodation will have to be provided for about the same number when all the headquarters offices are shifted to Bhubaneswar. The neighbourhood units very often have 'residences' in all the eight categories, thus making for a 'socialistic pattern' in living. Except the Government House other houses have 6 rooms at the most, of course besides necessary adjuncts. The cost reaches Rs. 60,000/- for a six-roomed house.

The Capital has a specious State Guest House for State guests. It accepts paying guests as well. It arranges all State functions—tea, lunches, dinners and occasionally breakfasts as well. It may undertake outside catering for private parties on payment. The Panth Nivas, the Inspection Bungalow, the Circuit House may provide lodging and board for visitors. The Union Government maintains a Tourists Bungalow for the higher income group. The retiring rooms at the railway station also provide lodging.

Bhubaneswar was already a great pilgrimage centre. Nowhere else in India could one see so many ancient temples still standing in such a small area. The provisions of facilities for tourists has made it a convenient headquarters for visitors, who can easily visit Puri, Konarak and Cuttack from here. The air travel and convenient railway timings are also a great help.

The town is growing fast. Its population in 1951 stood at 16,512, it rose to 38,374 in 1961 and is estimated to be at least 60,000 today. The total cost stands at Rs. 14,90,62,000. The Master Plan put the cost at Rs. 9,64,55,000. The first Chief Engineer reported in 1950 that the portion of the Plan then taken in hand would cost only Rs. 5,40,00,000. It is interesting to record that whereas the Master Plan visualised the construction of 3595 houses for public servants of all categories, 5000 houses already have been built.



To begin with, Bhubaneshwar had no compelling reason to attract non-official residents to the town. There were no 'displaced persons', as in the Panjab, waiting to find a home, particularly in the capital town. No rehabilitation grants were available either to be adjusted against the price of land. The Government of India's housing scheme however came handy. So far a very modest sum of Rs. 13,27,500 has been sanctioned for houses for the low income group and the middle income group applicants. Of this, only Rs. 10,07,500 has been disbursed so far. The advances to the middle income group started in 1959-60 and those to the low-income group a year later. Large areas have now been set apart for 'private' houses. After experimenting with direct lease to applicants, the State has now leased the remaining areas to two co-operative societies, one for public servants, another for the rest. The societies sell land to members alone. For the last few years residence in Bhubaneshwar has come to be prized and the number of privately built houses is increasing. Both the societies have at present a very large membership, and what is still more surprising, a still larger list of applicants on the waiting list. It is possible that neither all the members, much less all the applicants for membership, are genuine housebuilders, some of them may be on to something good and clinging thereto. With the development of district, 'express' and national highways in the State, Bhubaneshwar stands connected by road or by railway with the headquarters of all the thirteen districts. The State Transport Service runs buses direct to Cuttack, Puri, Sambhalpur and Berhampur.

For a city of close upon 60,000 people, Bhubaneshwar shopping facilities are shockingly inadequate. The Master Plan visualized a small shopping centre in every unit and a central market. The present market is not adequate to meet the needs even of the population that cannot find an excuse to travel to Cuttack or Puri at public expense. If the city is to grow, a much bigger commercial centre must come into existence. The vege-

table and the fruit markets are still less worthy of a growing capital, they look like the old Hats in the villages. It seems that the residents of the surrounding villages have taken no advantage of the opportunities offered by the emergence of a capital city in their midst. Is it the result of the old Bhubaneswar mentality dominating the surrounding area, holding honest labour a matter of shame ?

The Master Plan advocated houses on the ground floor, but then it visualized only some 3,500 of them. Now that the city needs some 10,000 of them all, it seems difficult to stick to it. Various solutions have been explored. By pruning some of the present allotments for amenities as also the very generous reservation of space for 'cultural' activities, some additional area within the old Master Plan could be found for houses. It is open to argument whether the industries need be as near the administrative hub of the city as they are proposed to be at present. To a visitor from outside, the wide open spaces seem to call for buildings —and residential buildings at that.

In order to control the development of the town it seems to be absolutely necessary to enact legislation to control peripheral development around Bhubaneswar. So far powers under the Manicipal Act have been used by extending the area under the Notified Area Council. This may not now prove sufficient. Further it creates an obligation on the Notified Area Council to provide all municipal services in the entire extended area. But to be able to do so, the Council must have these area developed by the government. A Periphery Act would provide a breathing space to the government without affecting its powers to control building activities in the area. It would also make it possible for private parties to buy land on their own at least for industrial purposes and carry necessary developments on the site.

Besides the buildings put up, roads, lanes and by-lanes have had to be built and sewage system provided. It has been estimated that 80% of the houses already stand connected with the sewage system, making the traditional

services of scavengers almost superfluous. The neighbourhood units have been so placed as to make the Secretariat not more than two miles from the residence of any public servant. Each unit is half a mile square and endeavours to provide elementary education and at least routine medical aid to its residents. Fortunately for Bhubaneswar, electric energy from Hirakud Dam became easily available and would suffice for all the needs of an ever expanding capital. Water has been provided from the never decreasing reserves of water of the river Kuakhai. In 1950, it was estimated that filtered and unfiltered water to the tune of 170,000 gallons daily was already being provided from the river.

The roads have been well planned, providing for heavy traffic where necessary, and cutting down the width to the necessary safe minimum in the residential area. Ornamental trees have been planted on both sides of the roads, but no attempt seems to have been made to provide the feast of a flowery spring on the roads as at Chandigarh.

The architecture makes full use of the Oriyan temple types for ornamentation, and does not exclude verandahs at the cost of galleries and sunshades. The size of office accommodation has been cut down to make air-conditioning, where necessary, economical. The depth of the office buildings avoids galleries and prefers verandahs on one side and sunbreakers on the other. Though the Master Plan advocated the use of the local stone, much does not seem to have been used except for the purposes of boundary walls.

In the Secretariat, the Chief Secretary heads the Capital Administration now. Earlier, several experiments were tried, of having a senior I. C. S. officer as a Chief Administrative Officer, then downgrading the post to an Administrative Officer and so on. The Estate Officer, usually an officer of the Orissa Administrative Service, is ex-officio Deputy Secretary of the Capital Administration. As an Administrator, he runs the State Guest House, administers the aboricultural service in the town, allots

residential accommodation and provides for office accommodation for various Departments. Residential accommodation is allotted under duly gazetted rules which seem to leave little room for personal discretion. It is interesting to find Ministers and Secretaries put down in the same class so far as provision of accommodation is concerned. He is the Officer-in-charge of State hospitality and also distributes the amounts made available as loans to the low income and middle income group applicants at Bhubaneswar. He is empowered to take action under the Orissa Premises (Eviction of Unauthorised Occupants) Act.

He is the Chairman of the Notified Area Council as reconstituted in 1952, when the area included was brought down to 10'07 square miles from 21'29 square miles as first gazetted in 1947. All the members of the Council are nominated, a majority holds office ex-officio. The Joint Director of Health, two Executive Engineers (Capital Construction), Subdivisional Officer (Civil), the Block Development Officer and the Medical Officer of Health are other official members. Non-official side is so oddly represented that though two of the members died some time back, their places have not yet been filled and nobody seems to be any the worse for their absence.

The Council performs all the municipal functions and exercises all the usual powers of such bodies. Its main source of income is a holdings tax which brings in a comfortable sum of Rs. 400,000 every year from Government holdings alone. Usual municipal fees and fines augment its income further.

Neither in street lightening nor in building sewages and roads the council performs any 'capital' functions and not even maintenance. They are a charge on the capital grant. It services sewages, keeps roads clean, pays the bill for electricity consumed in street lightening, maintains some dispensaries and schools.

The Council has an Executive Officer, an official of the Orissa Secretariat Service. The Medical Officer of Health is also seconded to municipal duty from the State

Medical cadre. Besides making arrangements for sanitation in the town, he enforces provisions of Pure Food-Stuffs Acts as well. The Council functions under the general supervision of the Local-self Government Department.

The Subdivisional Officer (Civil) represents the District Magistrate and Collector at Bhubaneswar. As such, he collects the rents for land leases—land has not been sold to buyers but given on a long lease for 99 years—and is responsible for keeping law and order.

Bhubaneswar, through the Capital of the State, remains a part of the general administrative organization. The Notified Area Council serves old Bhubaneswar and the capital area alike. The Sub Divisional Officer (Civil) attends to his business in other parts of his charge as well. The Executive Engineers (Electricity) have enough to do here in installation work and in maintenance, but do attend to problems arising outside the Notified Area as well. The Assistant Civil Supply Officer, the Block Development Officer, the Assistant Session Judge, the Magistrates (Judicial and Civil) and the Assistant Superintendent of Police have their headquarters at Bhubaneswar; their jurisdiction is not confined to it. The work of the Assistant Public Relations Officer, the Information Officer, the Tourists Information Officer seems to be confined to serving those at Bhubaneswar alone. The Industrial Tribunal and the Labour Court for the whole State are located here. The presiding officer is also acting as Member of the Administrative Tribunal. The District Employment Officer is at Bhubaneswar rather at Puri. A Medical Superintendent of the rank of a Civil Surgeon is in charge of the Capital Hospital.

Unlike Chandigarh, but like Canberra, Bhubaneswar has no integrated administration of its own. The construction work forms a part of the Public Works Grant for the capital. The Estate Officer's salary and that of his establishment stand changed to general administration. The Guest House gets its grant from state hospitality. For the year 1964-65 Rs. 66,48,400 stand voted : Rs. 44,54,000 for construction ; Rs. 18,13,500 for public health works and the rest for electrical works.

## ADDENDA TO APPENDIX 12 AT THE END

The three Commissions have divided the work so as to secure that the chairman gets the lightest charge, public health. The other civilian Commissioner is in charge of public safety. Naturally the Engineer member is in charge of public works. A statutory Board of Education 'determines all questions of general educational policy, makes appointments and directs how the funds voted by the Congress for the District shall be spent.' A statutory body, the National Capital Transit Agency, operates the public transport system which supplements the private transport services allowed to operate in consonance with the approved transit organisation for the capital.

A National Planning Commission has been charged with the preparation of a comprehensive plan for the capital. It consists of seven officials and five non-officials nominated by the President.

The Board works under the constant supervision and watchful eyes of the two Congressional committees. Some of the Commissioners have alleged that these committees serve as hindrances rather than a help in the efficient administration of the capital. As a result no one really seems to be responsible for the government—or sometimes the misgovernment—of Washington.

